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ABSTRACT

A model and supportive materials are presented for design and implementation of a program for involving citizens in decision-making concerning significant environmental issues. Chapter topics include: why citizen involvement? (potential benefits of the process); theoretical basis for citizen involvement (three fundamental perspectives underlying the proposed model); citizen involvement case studies; principles of citizen involvement (formulated from the case studies); a citizen involvement program model (with suggestions for implementation); a test of the citizen involvement program model (a pilot program implemented in Klickitat County, Washington); and an evaluation of the pilot citizen involvement program (with results of an extensive evaluation). Appendix A provides examples of support materials such as news and press releases, letters, agendas, minutes of meetings, etc. Appendix B examines citizen involvement techniques and lists a variety of methods for stimulation of more informed and effective citizen participation, together with their advantages and disadvantages. Seventy-eight references are included. (JMM)

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Designing a Citizen Involvement Program: A Guidebook for Involving Citizens in the Resolution of Environmental Issues

Robert E. Howell
Marvin E. Olsen
Darryll Olsen

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RC 016 415

Designing A Citizen Involvement Program

A guidebook for involving citizens in the resolution of environmental issues

by
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Marvin E. Olsen
Darryll Olsen

with contributions from
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1987

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Dedication

This guidebook is dedicated to the many people of Klickitat County, Washington who helped implement the pilot Citizen Involvement Program. Their work and insight greatly influenced the information contained herein.

Preface

Designing A Citizen Involvement Program presents a model and supportive materials that can be used to design and implement a program for involving citizens in decision-making that concerns significant environmental issues. These actions might be large-scale construction projects, such as building a dam, an electric power plant, or a nuclear waste repository; they might be local development projects, such as constructing a new housing tract, recreational facilities, or a shopping center; or they might be actions associated with broad policy issues, such as developing a land-use plan or adopting variances to a zoning ordinance.

The area affected by a proposed development project or government policy is entirely dependent on the nature and scope of the action. The area of impact might be restricted to a neighborhood; it might involve an entire municipality; it might encompass several municipalities or a county; or it might extend to a larger area, such as several counties, an entire state or parts of several states. In general, the model presented here is intended for use at the local community or county level, although it can be applied within any of the geographical or political areas mentioned above.

The information contained in this guidebook should be useful to people engaged in most aspects of the citizen involvement process, including leaders of a government agency or a private corporation that proposes to initiate an action; government officials and community leaders responsible for the political jurisdiction in which the action is being proposed; citizens who wish to better understand the proposed action and to influence the decision; members of the elected body that must make a decision about the proposal; and professionals who are asked to assist with and to coordinate the citizen involvement program. The basic purpose of the Citizen Involvement Program (CIP) Model described in this guide book is to encourage and facilitate greater citizen involvement in public decision-making.

Before proceeding, a careful distinction must be drawn between two related but distinct citizen involvement processes. A citizen involvement process occurs when an organization such as a government agency or a private corporation proposes a new program or project, and it wants to elicit responses and suggestions from the citizens who will likely be affected by the proposed action.

In situations of this type, the citizen involvement process is initiated and funded by the sponsoring organization. Although the proposal defines the nature and scope of the action to be considered, the sponsoring organization should not direct or control the activities of the citizens who become involved, nor should it in any way dictate the outcome of the process. If a citizen involvement process is to be meaningful and useful, the participants must be free to pursue their investigation in whatever directions appear relevant to them.

A citizen involvement process can also result from a citizen initiative. In contrast to the first type of citizen involvement process discussed above, a citizen initiative is totally implemented and funded, by one or more groups of citizens who are concerned about some issue or condition. While this process may be directed toward a program or project proposed by a government agency or a private corporation, that organization plays no role in the citizen initiative process.

The CIP Model is intended for use as a guide when designing and implementing a program for involving citizens in decisions concerning new projects, programs, or policies being proposed by a government agency or a private corporation. Nevertheless, many of the procedures contained within the CIP Model should be directly applicable to and useful with citizen initiative efforts.

There are three principal reasons for focusing on a citizen involvement process initiated by a government agency or a private corporation. First, actions of this type are much more common than a citizen involvement process initiated by citizens, since the latter process demands extremely high levels of citizen concern and commitment. Second, there is a much greater danger that a citizen involvement process initiated by the public agency or private corporation will in practice be directed and controlled by that organization. Third, we believe that all organizations proposing significant new programs, projects, or policies have a moral responsibility to conduct a meaningful citizen involvement process among the people who will likely be affected.

The CIP Model contains a set of step-by-step citizen involvement procedures and lists the factors to be considered when each step is implemented. The approach described in the CIP Model is based on an extensive review of citizen involvement case studies and related documents, social theory, and testing. Although the CIP Model has been prepared for use in the resolution of controversial environmental issues, and most of the case studies we have reviewed are in this area, we believe that the approach is useful for guiding the development and implementation of any program designed to involve citizens in decisions about significant public actions.

This guidebook contains seven chapters and two appendices. Chapter 1, *Why Citizen Involvement,* briefly discusses some of the potential benefits of the process itself, and the need for a model to guide it. Chapter 2, *Theoretical Bases for Citizen Involvement,* sketches three fundamental theoretical perspectives that underly the proposed model. Chapter 3, *Citizen Involvement Case Studies,* describes several previous efforts to involve citizens in public decision making, all of which provided numerous ideas and lessons which were considered when developing the model. On the basis of those theoretical perspectives and case studies, we formulated a set of general principles for designing the CIP Model, which are presented in Chapter 4, *Principles of Citizen Involvement.* The proposed model, together with suggestions for implementing it, is contained in Chapter 5, *A Citizen Involvement Program Model.* Chapter 6, *A Test of the Citizen Involvement Program Model,* describes how a pilot citizen involvement program based upon the CIP Model was implemented in Klickitat County, Washington, where a controversial hydropower development project was being considered. Chapter 7, *An Evaluation of the Pilot Citizen Involvement Program,* presents the findings of an extensive evaluation of the pilot program. Appendix A, *Support Materials,* contains examples of the various documents prepared for the pilot program. Appendix B, *Citizen Involvement Techniques,* lists a variety of action techniques that can be employed for stimulating more informed and effective citizen participation in dialogue with representatives of the organization proposing an action, together with their main advantages and disadvantages, and selected references.

When the CIP Model is used as a guide for designing a citizen involvement program, it will be helpful to refer to the discussion in Chapter 6 on how each phase and step in the Model was implemented while testing the pilot program. It will also be helpful to review the lessons learned while implementing the pilot program, which are listed at the end of Chapter 6.

Acknowledgments

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Several persons have been instrumental in the preparation of this guidebook. We are most appreciative of the direction and support provided by Drs. Russell Youmans and Roger Kraynick, Director and Economist respectively, of the Western Rural Development Center, and by Drs. J. Orville Young and James C. Barron, former State Director and State Program Leader for Community Resource Development, Cooperative Extension, Washington State University. Administrative services were provided by Ms. Lela Odell, and the manuscript was typed by Ms. Carrie Babcock, Ms. Gladys Birch, and Ms. Louise Scott. For their expertise in the administrative and clerical areas, as well as for their patience, we are grateful. We are also grateful for the work of Dr. Gene F. Summers, Chair, Department of Rural Sociology, University of Wisconsin-Madison, who provided a very helpful independent critique of the original manuscript, and for the work of Ms. Barbara Baldwin, editor, Western Rural Development Center.

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Chapter 1

Why Citizen Involvement?

Benefits of Citizen Involvement

Numerous federal and state statutes and policies require that citizen involvement programs be conducted during the resolution of public issues, and such programs have come to be widely viewed as a necessary component of public decision-making. However, citizen involvement is much more than just a legal requirement, a political necessity, or a means of quieting opposition. If involvement programs are adequately designed and conducted, they can make valuable contributions to solving societal problems and developing stronger communities, as well as prevent costly litigation and public cynicism.

Among the many benefits that can be realized through effective citizen involvement programs, the following four are frequently mentioned (see Freudenburg and Olsen, 1983).

Participatory Democracy. Citizen involvement programs emphasize the formation of public policy with the consent of the governed. These programs increase public access to decision-makers, and by providing public input into decisions, citizen involvement programs contribute significantly to the "democratization" of political processes (Carrol, 1971; Burch, 1976; Andrews, 1980).

Comprehensive Communication. A properly conducted citizen involvement program can enhance understanding of issues and promote greater communication among all participants. Citizens become more knowledgeable about the environmental, economic, and social costs and benefits of proposed actions. In return, their suggestions and recommendations can help technical experts understand local attitudes and values, and can assist decision-makers in identifying sensitive issues and concerns in the community (Lucas, 1976; Van Es, 1976; Langton, 1978). Mutual understanding and communication increase the likelihood that all pertinent information will be reviewed and evaluated carefully (Bishop et al., 1977; Krawetz, 1979; Duberg et al., 1980).

Effective Decision-Making. Citizen involvement programs contribute to the effectiveness of a decision-making process by ensuring that extreme positions on an issue are balanced. The outcome will be a "reasoned policy debate," which explores all of the relevant options and alternatives, rather than espousing only one or two positions (Langton, 1978; Abrams and Primack, 1980; Susskind and Cassella, 1980).

Political Legitimacy. Direct involvement by citizens in the decisions which affect them tends to enhance the acceptance and legitimacy of those decisions by the officials who implement them and of the total political system. Citizen involvement programs also create legitimacy and credibility for the planning process to the extent that they promote open communication and democratic decision-making. Such programs have the effect of ensuring that public officials remain accountable to their constituencies, which further increases the legitimacy of the total system (Lucas, 1976; Creighton, 1980; Popper, 1981).

The importance of citizen involvement in public decision making was forcefully expressed by William Christensen, chairperson of the Montana Energy Council: "Recent national events should have taught us that excluding the public and their elected representatives from the decision-making process can lead to disaster. If nothing else, these events have taught citizens to be even more suspicious and cynical [about their government] . . . . In order to achieve vital public input and cooperation, the federal government and the national leaders must open the analytic planning and decision-making process to public scrutiny . . . . They must seek the suggestions of the public . . . and use them in reaching decisions" (Christensen and Clack, 1976).

As a means of enabling citizens to control public decision-making and government activities, citizen involvement programs are not substitutes for elections. Instead, such programs are a supplement to voting, and provide an alternate means for concerned citizens to express their views, join policy debates, and influence the decisions which affect their lives. At the same time, citizen involvement programs increase the effectiveness of the decision-making process and strengthen the entire political system.

Why a Citizen Involvement Program Model?

Since the idea of "maximum feasible participation" of citizens in public decision-making was first expressed by Congress in the 1960's, numerous citizen involvement programs have been conducted throughout the United States in conjunction with attempts to resolve a wide variety of public issues and problems, including neighborhood and community planning, poverty and racial discrimination, highway and airport construction, power plant siting, water resources development, waste repository siting, and land-use planning. Largely due to requirements of federal and state environmental legislation, such as the National Environmental Policy Act of 1969, citizen involvement programs have become highly institutionalized.

During the past fifteen years, a large body of literature discussing the citizen involvement process has accumulated (for example, see Cahn and Passett, 1971; Cramton, 1972; Stenberg, 1972; Lind, 1975; Walker, 1975; Steward, 1976; Arnstein, 1977; Bishop et al., 1977; Fagence, 1977; Rosener, 1978; Birch and Christofferson, 1981; Olsen and Freudenburg, 1984). The literature concerning the application of this process to a wide range of situations has also become substantial (for example, see Ebbin and Kaspar, 1974; Kloman, 1974; David et al., 1975; Burch, 1976; Van Es, 1976; Curry and Olsen, 1977; Potter, 1978; Schilling and Nealey, 1979; Andrews, 1980; Creighton, 1980; Ducsik, 1981; Daneke et al., 1983).

Despite all of the studies and writings on citizen involvement, the authors have not found any programs that are explicitly based on a theoretically grounded, general model of the citizen involvement process that can serve as the framework for designing and conducting such a program. We believe that many people responsible for carrying out citizen involvement programs have largely proceeded by trial and error. This state of affairs has led to at least three unfortunate consequences: a great deal of effort and resources have been wasted in "reinventing the wheel" each time a new program is developed; many programs have been considerably less effective than desired; and the lessons from past citizen involvement programs have not been systematically collected and used to improve the participation process.

In this guidebook, we present a general model for designing and conducting citizen involvement programs. The CIP Model is based on a set of working principles which are grounded in social theory and an extensive review of the literature on citizen involvement efforts, as well as practical experience.

The research effort underlying the CIP Model spanned a three-year period. During the first year, major social theories applicable to the design of citizen involvement programs were evaluated, an extensive review of citizen involvement programs related to the resolution of natural resource and energy development issues in the United States and Canada was conducted,[1] and the CIP Model was developed. In the second year, the CIP Model was tested in a south-central Washington county, where public officials were grappling with the question of whether to develop a small-scale hydroelectric project. The Model was evaluated by using a neighboring county, where a similar proposal was being considered, as a control site. The third year of the project was devoted to revising the CIP Model based on the results of the experimental program.

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[1] For selected bibliographies of the literature, see Howell and Olsen, (1981), Garcia-Zamor, (1985), and *Journal of the American Planning Association* (Complete Series).

Any model is an abstraction of the real world. As such, it can only be used as a guide for designing the actual product. Although we do not recommend deviations from the CIP Model's key features, many of the steps in the process may need to be adapted to specific, local conditions.

Chapter 2

Theoretical Basis for Citizen Involvement

There are three major themes in the social sciences which provide the framework for citizen involvement, and each of them offers ideas for encouraging citizens to take an active role in public affairs. Together, they constitute the theoretical basis for the CIP Model.

Democratic Theory

As envisioned by Jean Jacques Rousseau, John Locke, John Stuart Mill, and other eighteenth century political philosophers, political democracy requires that all citizens have the right to influence political decisions that affect them. A basic assumption of this philosophy is that all citizens are—or can be—essentially equal, in both their concern with public issues, and in their competence to make decisions on those issues. Consequently, all citizens should participate equally in public decision-making, and should exercise relatively equal amounts of influence in the political system.

To achieve the objectives of active and informed citizen participation in public affairs, however, individuals must be provided with numerous opportunities throughout their lives to acquire the information and skills necessary to enact the citizen role. Without such opportunities, people remain ignorant of public issues and the political process, uninterested in and unconcerned about public affairs, and incapable of participating effectively in the political system. In American society, it is traditionally assumed that formal schooling performed this process of political socialization and education, and that has been one of the justifications for providing free public education to all children. However, social scientists have rediscovered what was quite apparent to the founders of democratic theory: formal education alone cannot adequately prepare an active citizenry (Di Palma, 1970; Ricci, 1971; Olsen, 1982).

The early democratic theorists realized that if individuals are to learn how to participate effectively in public affairs, and be motivated to do so, they must have opportunities in all realms of their lives to take part in collective decision-making. This crucial aspect of democratic theory was emphasized by Pateman (1970), and has become a central tenet of the contemporary idea of "participatory democracy." In her words: "For the operation of a democratic polity at the national level, the necessary qualities in individuals can only be developed through the democratization of authority structures in all political systems." The other systems in which decision-making must be democratized, and extensive participation encouraged, include the family, schools, churches, voluntary associations, work places, and the local community (Cook and Morgan, 1971). Community-based citizen involvement programs are thus a crucial component of political democracy, since they give individuals numerous opportunities to become familiar with, and experienced in, the process of participating in public decisions.

Social Mobilization Theory

Social mobilization theory, which was most recently applied to political involvement by Olsen (1982), is an outgrowth of sociopolitical pluralism which argues that people can be mobilized for political involvement through participation in all kinds of community activities or special interest associations: groups such as fraternal or service organizations, business or professional associations, labor unions, charitable or welfare agencies, educational groups, neighborhood associations, and recreational clubs. Although some special interest associations may be politically oriented, they need not be. Nor is it necessary for an individual to have ever taken any political action.

As people join and participate in local organizations and activities, they tend to become more aware of and informed about public issues, they develop skills in discussion and decision-making, and they seek greater influence in decisions that affect them. In short, individuals become mobilized for involvement in shared activities. Mobilized individuals are more likely to turn their attention toward public affairs and to participate in different kinds of political endeavors.

Empirical research (Verba and Nie, 1972; Olsen, 1982) has demonstrated that the mobilization process can be very effective in bringing citizens into the political arena. Moreover, this process operates among people at all socioeconomic levels, of all ages, of both sexes, and regardless of early political socialization or previous experience with political affairs (Rogers, 1975). When social mobilization theory is applied to citizen involvement in public decision-making, the theory suggests that such a program will be most effective if it is supported by local community leaders, both public and private, and if it is closely linked to the activities of existing groups and organizations in the community. These links might be forged through collaborative planning, joint programs, and shared concerns. If local special interest groups conduct meetings on topics of concern to the citizen involvement program, and encourage members to become involved and give public support to the program, many members will probably participate in the citizen involvement program. The program also will gain legitimacy and will be publicized to the larger community, which should induce other citizens to participate. Given these likely outcomes, the CIP Model places strong emphasis upon collaboration with community leaders and organizations.

Social Exchange Theory

Social exchange theory, which has been most thoroughly elaborated upon by Thibaut and Kelly (1959), Homans (1961), and Blau (1964), contends that people usually engage in social activities to acquire benefits. These activities incur various costs, however, including resources, time, and sacrifice of other activities. Consequently, individuals treat social interaction as exchange transactions, in which they seek to minimize costs and maximize benefits. If a particular social activity is not perceived as beneficial, an individual is not likely to engage in it unless coerced, or unless motivated by an overriding loyalty or altruism.

Although some social exchanges are straightforward economic transactions, the majority are not. In non-economic situations, the cost and benefit "accounts" may be imprecise and unspecified. In the short run, a social exchange may be unbalanced, with some people contributing more than their fair share. Because an unbalanced relationship invites coercion, people generally attempt to keep their relationships as balanced as possible.

Another important aspect of social exchange is a climate of mutual trust. If the participants trust one another to repay their social debts in a satisfactory and timely manner, they are likely to work toward a lasting relationship. If trust is lost, the relationship will quickly die.

The application of social exchange theory to citizen involvement in public decision-making suggests that people will become involved in such activities only if they perceive that the rewards from participation will be equal to or greater than the costs, and if they feel certain that those rewards will be realized (MacNair, 1981). Thus, three things must be done in order to stimulate and sustain citizen participation: maintain a situation in which the costs of involvement are minimized; maximize the rewards associated with involvement; and establish a climate of trust among the citizens that perceived rewards will be delivered. Because of the importance of these considerations to a successful citizen involvement program, we will briefly explain ways in which each can be achieved.

Costs. The costs of involvement (both present and anticipated) must be minimized if a citizen involvement program is to attract and hold many people. Obviously, time is a major cost to the citizen, and the time commitment necessary for effective participation is the main reason many people do not become involved in public affairs. Time costs can be minimized in several ways. For instance, one-way presentations of an agency's point of view, or attempts to "sell" predetermined decisions and policies, are understandably perceived as a waste of time by potential members of citizen committees. People need the assurance that their contribution to public meetings will receive a fair hearing and that time devoted to participation is time well-spent.

Costs are high when significant mental effort, embarrassment, or anxiety are present in a social exchange (Thibaut and Kelley, 1959). During public meetings, problems and issues should be discussed in a manner that will not cause mental anxiety, personal discomfort, or continual conflict. Citizens are discouraged when agency or industry representatives present technical information in a way that is difficult to understand; frustration is compounded when official personnel do not elicit citizen questions, or when they constantly challenge citizen interpretations of situations. Visual and verbal cues from agency or industry representatives which suggest that citizen input is trivial, or lacking in content and understanding, can lead to extreme frustration and disgust among citizens participants.

Perhaps the greatest cost occurs when citizens feel that their contribution to the planning process is meaningless. This can happen when citizens perceive their roles as purely symbolic, as merely fulfilling a legal requirement, or as undesired by representatives of the organization sponsoring the proposed action. The best way to avoid such situations is to ensure that every official representative of the sponsoring organization demonstrates respect for citizens, and genuinely believes in the value of citizen participation in the planning process.

Rewards. Critical to the success of any citizen involvement program is a situation where perceived rewards remain high. For many community members, the opportunity to influence public decisions is an important and desired reward. However, other more subtle rewards must also be considered.

Homans (1961) and Blau (1964) emphasize that self esteem is often enhanced when people feel they are being treated like consultants. One way of encouraging citizens to participate in community affairs is, for example, to explain that their opinions and recommendations are necessary if policy decisions are to reflect the concerns of local residents. But such statements will constitute actual rewards only if citizens believe that their views are being seriously considered by policy makers and officials, and that agency and industry representatives respect citizens as experts on problems and issues affecting their community.

Thibaut and Kelley (1959) note that some people derive rewards as a result of being held in high regard by others. Because social esteem is so fulfilling for many people, adequate publicity concerning the activities of citizen participants and the importance of those activities is a necessary aspect of an effective citizen involvement program.

Trust. Since a social exchange offers no formal guarantee that an appropriate reward will be given for services rendered, citizens will have to perceive that officials will faithfully discharge their obligations regarding public needs, concerns, and wishes. Acquiring citizen trust is not easy, especially when competing interest groups with opposing values clash over desired policies and decisions. Under such conditions, failure to demonstrate explicitly the seriousness and merit of a citizen involvement program can create a "crisis of legitimacy," in which citizens reject the "belief that the procedures are fair and reasonable, that there is a genuine attempt to pursue the public good" (Cotgrove, 1981:138). To avoid a breakdown in confidence, officials must stress that the results of surveys, committee meetings, and other activities of the involvement program will be used to guide the planning process and develop policy proposals—and they must carry out their promises.

Chapter 3

Citizen Involvement Case Studies

Citizen Participation: Success and Failure

Within the context of any citizen involvement program, diverse political, social, and economic factors affect the quality of the endeavor. Because such factors vary in intensity from one situation to the next, social scientists, community development experts, and public policymakers must assess the "successes and failures" of any citizen involvement program with a skeptical eye. Creighton has provided an acceptable criterion of successful citizen involvement:

> *. . . the final measure of the effectiveness of a public involvement program is not just that the public has been informed, but that public comment has been solicited in such a manner that it has contributed to making a decision which is feasible, environmentally sound, and enjoys the support of a significant segment of the public* (Creighton, 1980).

Creighton's observation sheds light on the importance of program implementation—particularly that implementation methods have a definite bearing upon the contribution made by citizens and upon the final outcome of the decision-making and planning process.

The citizen involvement programs that are reviewed in this chapter illustrate the significance of certain program components. Documented by social scientists, these programs represent a wide range of natural resources and energy development projects, and reflect the success of various agencies in promoting citizen involvement. Some programs relied primarily upon traditional techniques, such as public hearings, while others stressed innovative approaches to citizen involvement. For each program, we briefly present the proposal being considered and the major ways that citizens were involved in decisions concerning it, comment on any problems incurred during the citizen involvement process, and list the major actions of the sponsoring organization that led to the success or failure of the citizen involvement process.

Minnesota Pollution Control Agency: Hazardous Waste Disposal Siting

In 1975, the Environmental Protection Agency (EPA) awarded a grant to the Minnesota Pollution Control Agency (MPCA) to develop a demonstration chemical waste land-fill (Environmental Protection Agency, 1979). The development of this facility was viewed by the EPA as a means to collect information for future land-fill programs which are authorized under the Resource Conservation and Recovery Act. Because the MPCA was a regulatory agency, it subcontracted the site acquisition and operation responsibilities to the Metropolitan Waste Control Commission (MWCC), as authorized by Minnesota state law. This commission, in turn, contracted with a local consulting and engineering firm to prepare siting criteria and to identify potential sites for land-fill location.

The site selection criteria that were formulated by the engineering firm included accessibility, land availability, availability of utilities, impacts to air quality and general climate, impacts to natural ecosystems, and site-specific considerations of topography, soils, geology, and land use. Based upon these criteria, four sites were selected for repository consideration: Bongards in Carver County, Dahlgran in Carver County, Sutton Lake in Scott County, and Castle Rock in Dakota County. These four candidate sites were presented to the MWCC and MPCA in a public meeting by the consulting firm.

Public response to the proposed sites was uniformly negative. In particular, local officials and residents rebuked the MWCC and MPCA members for not having contacted the communities prior to preliminary site selection. Citizen discontent over potential site selection was heightened when information from the public meeting about the proposed waste facilities appeared in local newspapers. As a result of severe public criticism, the MPCA held three public meetings near the four proposed sites. Instead of reducing public discontent, the additional meetings led to further opposition, and the MWCC decided to postpone site selection until criteria and public opinion could be reviewed.

In the following months, the MPCA and MWCC made several administrative changes, and the MWCC became responsible for public education and public involvement programs. The MWCC distributed an information brochure to community residents, sent informational letters to local officials, and presented several slide-and-talk shows which explained the hazardous waste problem.

Despite the new public involvement process and the reevaluation of potential sites—including the addition of two new candidate sites—all proposed land-fill sites were rejected by the general public, local officials, and nearby industries. Opponents maintained that the proposed facility did not conform to existing land-use designations, created a hazard to the community and the environment, and was, given the candidate sites, geologically unsuitable. Left without any site alternatives and with a hostile community attitude, the EPA, in concurrence with the MPCA, terminated the Minnesota land-fill grant.

Comments. While the citizen involvement process alone does not explain the failure to site the Minnesota land-fill project, several key aspects of the program contributed to the problem. Local residents were not consulted, or involved in any way, in the early stages of land-fill site selection and formulation of site criteria. Citizens were not brought into the planning process until after the four alternate sites had been recommended by the consulting firm. This disregard for local input led to further complications. Although the consulting firm took into account natural ecosystems, topography, soils, and geography in the development of their siting criteria, the firm failed to consider the social and political factors of site selection. This neglect was immediately apparent when local officials objected to the recommended sites, because they did not conform to local land-use plans.

Perhaps the greatest single problem was the developers' failure to conduct any formal or structured citizen involvement program, or to accept responsibility to provide a well-planned community education program in advance. When information and educational programs followed the planning process, communication between agencies and citizens was ineffective, and citizens became alienated and adopted an adversarial view. The entire public input process was formed as an afterthought, and consequently, it had little chance to enhance citizen understanding or facilitate communication; whereas a formal, citizen involvement program implemented prior to agency action might have encouraged a more favorable public response.

Major Actions Leading to Success or Failure.

1. The involvement program lacked formal structure, and it did not follow a formal plan.
2. The responsibility for conducting and coordinating the public input program was not defined early in the planning process.
3. Social and political factors were not addressed during site consideration.
4. Citizens did not have a central role in site considerations because early public involvement in the planning was neglected.
5. Local educational programs and information exchange failed, because citizens questioned the sincerity of the site developers' public input process.

United States Department of Energy: Waste Isolation Pilot Plant

The U.S. Department of Energy (DOE) developed a public involvement program for states that would be affected by radioactive waste repository siting decisions. This program, referred to as "consultation and concurrence," was designed to ease potential conflicts among federal, state, and local jurisdictions during siting review:

> *Early consultation with state and local officials is sought from the time any portion of the state is specifically considered. This consultation will be sought by the Department [of Energy] in briefings, transmittals of supporting documents, formal letters, and public information meetings, and will allow for continuous interaction between state and local representatives* (U.S. Department of Energy, 1980).

The U.S. Department of Energy initiated the consultation process in several states (New Mexico, Utah, Louisiana, Mississippi, Nevada, Texas, Michigan, and Washington). In most instances, these programs consisted largely of exchanging information with state and local officials and funding public information and program review activities (U.S. Department of Energy, 1980).

The only example of DOE's attempt to implement fully the consultation process was in New Mexico, at a site which the DOE investigated for the Waste Isolation Pilot Project (WIPP). The Waste Isolation Pilot Project was a proposed repository for radioactive waste generated by defense activities, and it was not subject to the same regulatory requirements as commercial radioactive waste disposal. It was to include a 100-acre mined repository for the disposal of military waste and a twenty-acre underground area for research on high-level waste. Located in southeastern New Mexico, twenty-five miles east of Carlsbad, the proposed repository was to have been approximately 2,100 feet beneath the surface, in salt formations. Testing the geological suitability of the region for the WIPP project began in 1973.

The public involvement program utilized by the DOE is difficult to characterize, because the WIPP project spanned two major reorganizations of the DOE (from the Atomic Energy Commission to the Energy Research and Development Administration [ERDA] in 1974, and from the ERDA to the U.S. Department of Energy in 1978). The DOE has emphasized independent technical review of its site investigation activities as one form of public participation, but not until 1978 did it provide $2.6 million to the state of New

Mexico, so that the state could form its own review staff. This staff, called the Environmental Evaluation Group, helped the state to analyze and raise questions regarding the adequacy of the WIPP site in protecting the citizens of New Mexico from exposure to radiation and undue health risks should radioactive wastes be buried at the WIPP site. The National Academy of Sciences also established a panel to review the scientific and technical basis for radioactive waste disposal at the proposed WIPP site.

The DOE attempted to provide information to everyone concerned, following the "consultation and concurrence" design. According to the DOE's monthly reports on the WIPP site, DOE officials and contractors met, upon request, with groups such as the Carlsbad Chamber of Commerce, the American Nuclear Society, and the local Lions' Club. In preparing its environmental impact statement (EIS) on the WIPP site, the DOE also held discussions with "key informants" and with the general public residing in the area immediately surrounding the WIPP site. "Key informants" were identified as people active in political, civic, business, or environmental affairs, while the general public was selected randomly from the local telephone listings of the Carlsbad area. These discussions revealed that local citizens were seriously concerned about population growth and adequate public services. In addition, the need for sufficient housing for temporary construction workers and newcomers proved to be a major issue. Over half of the people who participated in the discussions believed that there were more suitable locations elsewhere for radioactive waste disposal.

The EIS did not attempt to respond to these concerns after having identified them. The environmental impact statement did not mention any proposals to resolve the problems identified by local citizens.

Comments. "Consultation and concurrence" appears to have failed to provide meaningful opportunities for the public or its representatives to participate in key decisions. On December 29, 1979, Congress passed Public Law 96-164, that required the secretary of the U.S. Department of Energy to "consult and cooperate" with New Mexico by entering into a written agreement by September 30, 1980. This legislative mandate failed to produce an agreement between the state and the DOE. As expressed in a statement released by the attorney general of New Mexico when he sued the DOE on behalf of the state, "state officials, with whom DOE is legally obliged to consult and cooperate, have been ignored in their efforts to participate actively in the decision-making process."

The key failings of the DOE in this case study were the apparent lack of attention paid to citizen involvement, and the inability to respond to public concerns, even after they had been clearly identified. New Mexico's Environmental Evaluation Group and the National Academy of Sciences panel contributed to the technical supervision of the WIPP project, but neither can be said to have increased citizen involvement in the siting or planning process. The inadequacy of consultation and concurrence as a means of including the public in decision-making processes is reflected by the legal actions that resulted from the unresponsiveness.

Major Actions Leading to Success or Failure.

1. The citizen involvement program did not provide the opportunity, or offer a mechanism, to key local leaders for legitimizing the proposed project.
2. The program failed to take into account why citizens wanted to influence public policy.
3. Citizens were not permitted to contribute to planning or decision-making, and the program did not encourage widespread public involvement.
4. The program failed to define citizen rights with regard to the planning and decision-making process, thereby forcing citizens into an adversarial role.

Eagle County, Colorado: Adam's Rib Recreational Development

Eagle County has been an area of rapid development. Since the opening of the Vail ski area in the early 1960s, a major interstate highway was routed through the county in the late 1960s, a winter sports complex at Beaver Creek was approved in 1976, and the Adam's Rib recreational area was proposed. The Adam's Rib proposal consisted of a "four-season resort" complex, utilizing 5,600 acres. When the proposal was first announced, county residents polarized into two large factions of support and opposition. Because of this divisive political climate, county officials were not able to make a decision regarding the project (Wehr, 1980).

The controversy began when the U.S. Forest Service (in a state-wide inventory) designated the Adam and Eve mountains as good, skiable areas. Subsequently, the HBE Corporation made a sizable land purchase between 1972 and 1974. An HBE design team office was established in Eagle (the county seat), and in 1976, a preliminary plan was submitted to develop the resort complex. Although a socioeconomic impact statement was commissioned and financed by HBE, citizen input was not solicited, and alternatives were not offered. A public hearing was held to discuss impact study results, but the hearing only increased the controversy, since county residents had already coalesced into supporting and opposing groups.

When this guidebook was being prepared, community development specialists from the University of Colorado, with assistance from planners employed by Eagle County, and faculty at the local community college, were implementing an "environmental conciliation" procedure in order to help resolve the Adam's Rib dispute. The environmental conciliation procedure integrates three approaches: (1) communication facilitation; (2) structuring the situation for consensus; and (3) judgment analysis.

The environmental conciliation procedure began by forming a "citizen study panel" which was representative of county residents. Selection of the study panel was accomplished through a community-wide survey and a community value identification process. The process involved "mapping" citizen value judgments about possible futures for Eagle County. Based upon previous citizen meetings, people's concerns were organized into "five dimensions," outlining thirty possible futures. These futures—or scenarios—were then shown to survey respondents in interviews. Linear regression was used to find clusters among the responses. A screening process followed in order to select respondents who reflected the value clusters, and corresponding proportions from the clusters were calculated in order to determine the number of persons from each cluster who would be invited to serve on the citizen study panel.

The citizen study panel served to disseminate information (communication facilitation), receive feedback (consensus structuring), and determine a final citizen stance of support or opposition (judgment analysis) to the Adam's Rib proposal.

Once the citizen study panel was formed, the community development specialists worked with citizens in a facilitator role, coordinating information dissemination and meetings. Members of the panel met regularly to discuss prominent issues and outline potential community futures.

Comments. The environmental conciliation procedure introduced by the University of Colorado group began after considerable controversy and factionalism had already occurred. Even so, it appears that the program neutralized the potential for further conflict and established the initial framework for a rational policy debate. The possibility of arriving at an acceptable community consensus seemed likely, given the effort behind the formation of a representative citizen review group, and the presence of objective community development specialists, who served as program facilitators.

Major Actions Leading to Success or Failure.

1. Citizen representatives were selected in a manner that ensured an accurate representation of the general public.

2. Baseline social and economic data—in this case, referring to citizen values—were collected as a means of evaluating the community.

3. An objective citizen involvement facilitator was present to help citizens in conducting the issue review process.

4. A formal structure was established for continuous interaction and serious consideration of issues between opposing interest groups.

Okanogan Basin Study: Resource Management Planning

In 1969, the governments of Canada and its province, British Columbia, agreed to develop a comprehensive plan for land-use and natural resources management of the Okanogan Valley (O'Riordan, 1976). Until the mid-1960s, the Okanogan Valley's economic base consisted primarily of forestry, mining, and agriculture. However, economic incentives to the manufacturing sector, along with a boom in the tourist trade, expanded the valley's economic base and attracted many new residents. Hence, concern for the diversification of economic activity and the protection of natural resources sparked new interest in the formation of a comprehensive land-use and natural resources management plan. The comprehensive plan's central feature was a management program for water quality, air quality, water-based recreation, and sportfishing to the year 2020.

Citizen involvement became the cornerstone of the comprehensive plan's foundation, because its coordinators, who had been provided by the Province of British Columbia, relied upon an "interest-based planning model" to involve the public and address major issues. Simply stated, the interest-based planning model consisted of several public involvement techniques that served to enhance two-way information exchange and widespread citizen input, recognize affected interest groups, and prevent any one special interest group from dominating the planning process. The model utilized a system of regionally-based citizen task forces, that incorporated major environmental and economic concerns as represented by four types of citizens: organized public groups, unorganized public groups, select special interest groups, and local politicians. Only one representative of any one special interest group was allowed a seat on each of the task forces. For a six-month period, each task force met once a month to evaluate each of the five major components of the comprehensive plan: economic growth projections, water quality management, air quality management, municipal and industrial waste management, and water-based recreational planning. In addition to the task forces, facilitators used extensively all public media forms during the citizen involvement process to inform the public of various plan options. Techniques such as specific-issue news conferences and call-in question shows were employed. Near the end of the information exchange process, three multi-media seminars were held. These seminars utilized television, radio, and press coverage, and they provided an "open-line" system for citizens throughout the valley to call in their views.

After the multi-media seminars, an executive task force was formed, consisting of representative members of the original task forces. The executive task force prepared a "white paper," summarizing the citizen recommendations which had been presented during the citizen involvement process. Time was also allocated for public forums in which citizens could respond to the formal white paper. After reviewing citizen responses from the public meetings and summarizing citizen recommendations, government officials prepared the Okanogan Basin Comprehensive Plan. The Plan incorporated several of the recommendations derived from the citizen involvement process.

Comments. Officials who prepared the Okanogan Basin Comprehensive Plan were aware of the potential problems that special interest group domination can cause during a planning and decision-making endeavor. Consequently, these officials devised a public involvement program that allowed all special interest groups to participate in planning, but removed the ability for any one group to dominate the planning process. As a result, the Okanogan Basin Comprehensive Plan addressed the concerns and values of the entire Okanogan Valley community.

Major Actions Leading to Success or Failure.

1. The involvement program was implemented early during the planning process.
2. The involvement program followed a structured format that was directed by a professional group of planning coordinators.
3. The "interest-based planning model" promoted legitimization of the involvement process by soliciting citizens who would represent a broad range of formal and informal social, political, and economic groups.
4. By limiting the number of citizens from any one special interest group on each task force, various political and economic interest groups were prevented from dominating the planning process.
5. The involvement program included an extensive citizen educational process and promoted two-way information exchange.

6. The citizen educational program attempted to present technical information in a relevant and readily accessible manner.

7. Citizens were given a central role in planning.

8. Citizens provided planning officials with a written report that outlined community views and proposals.

United States Army Corps of Engineers, Seattle District: The Middle Fork Dam Project

During the early 1970s, the Seattle District Army Corps of Engineers explored a new approach to citizen involvement—an "open planning" or "fishbowl" planning program (Folkman, 1973; Mazmanian and Nienaber, 1979). The Corps first utilized the fishbowl planning technique when controversy developed over the Corps' proposal to build a dam on the Middle Fork of the Snoqualmie River in Washington State. The Corps decided that a dam was necessary to provide flood control. Opponents of the Corps' project stressed that the dam would deteriorate the natural quality of the Snoqualmie River Basin, an agricultural green belt. The degree of opposition to the Corps' project became so intense that Governor Daniel Evans requested the Corps to postpone construction of the dam and to join with several Washington State agencies in an in-depth study to evaluate all possible project alternatives. The Corps, not about to approach Congress with a funding request without the approval of Governor Evans, acquiesced to the governor's request.

Immediately prior to Governor Evan's decision, Colonel Howard L. Sargent became district engineer of the Seattle area. Sargent, who readily accepted Governor Evans' request, viewed the study as an opportunity to employ a new kind of citizen involvement program. What followed was the implementation of fishbowl planning, whereby citizens engage in an extensive planning process that involves workshops, citizen committees, public forums, and an alternative-option selection process similar to the Delphi technique. In fishbowl planning, alternatives to a course of action—generated from citizen/agency workshops and information forums—are described in a series of public information brochures. Citizens can express their views in space designated for this purpose in the brochures, and mail the brochures back to the distributing source. Citizen comments are reported and analyzed in successive issues of the brochure, adding new information and comments at each step. The brochure may be cycled back and forth between agency and the public as many times as necessary.

In the new Middle Fork Dam study, community leaders—aided by Corps facilitators—sponsored and conducted a series of community planning committees and educational seminars and forums, along with the community-wide Delphi process. The result of the study led to a compromise decision between the Army Corps of Engineers and citizens, whereby the Corps proposed the building of a much smaller multi-purpose dam on the North Fork of the Snoqualmie River instead of on the Middle Fork. Washington State citizens and Governor Evans found the alternative acceptable to the goal of preserving the Snoqualmie River Basin green belt, and the Corps found the project environmentally sound and economically justifiable.[2]

Comments. Involvement in the fishbowl planning program allowed citizens of the Snoqualmie River Basin to participate directly in the planning process. The overall community involvement program fostered two-way information exchange between citizens and Corps representatives, and citizens reaped the benefits of a pragmatic learning process. Throughout this collaborative planning effort, citizen views on the Basin's future land use became alternative approaches to solving the flood control problem—alternatives which were well documented, carefully evaluated, and opened the way for consensus building among citizens and engineers. The Seattle District Army Corps of Engineers demonstrated—through fishbowl planning—the merits of an open citizen involvement program.

Major Actions Leading to Success or Failure.

1. The citizen involvement program followed a structured plan.
2. By incorporating citizen views during the formation of alternative courses of action, the public input program gained legitimization. The Corps demonstrated that public views were being accepted as viable alternatives.
3. The public input program fostered widespread citizen education and issue understanding.
4. Citizens were given a central role in planning and decision-making.

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[2] Just as the Corps' economic study was being completed, a new governor was elected in Washington State who asked to review the new mediated plan. "In July, 1977, Governor Dixy Lee Ray endorsed the plan, and encouraged the Corps to proceed with its feasibility study. However, she also virtually reopened the entire issue by asking that the future of the Cedar River Basin (adjoining the Snohomish Basin to the south and west) and the long-range water supply needs of Seattle be incorporated into the planning effort. This expanded study, initiated by the Corps and the state of Washington, is scheduled for completion in late 1981. Clearly, the controversy is far from over" (Mazmanian and Nienaber, 1979).

Chapter 4

Principles of Citizen Involvement

The sixteen citizen involvement principles listed below were derived from the three social theories, the lessons learned from the case studies summarized in the previous chapter, and the test of an earlier conception of the Citizen Involvement Program Model. These principles, in turn, provide the framework for the CIP Model presented in Chapter 5. These basic principles of citizen involvement are as follows:

1. Prior to implementing a citizen involvement program, those who are responsible for initiating the proposed action should develop a thorough understanding of relevant social, economic, and political conditions, as well as probable attitudes of the public toward the proposal.
2. Citizen involvement must occur early in the planning of any proposed action and should continue throughout the entire proposal review process.
3. The public should never be asked to ratify or accept a decision or policy that has already been formulated or totally decided upon by agency or industry officials.
4. A citizen involvement program should be unequivocally supported by relevant public officials and community leaders, as well as by officials of the organization initiating the proposed action.
5. Cooperation with relevant organizations should be vigorously pursued, so that the citizen involvement program becomes an integral part of community decision-making processes.
6. The organization of the citizen involvement program should be centered on a citizens' committee or task force that represents residents, units of government, and major organizations in the area affected by the proposed action.
7. The citizen involvement program should be led by one or more community development and/or citizen involvement professionals who are responsible to members of the citizens' committee or task force.
8. A written agreement should be adopted by all key participants in the citizen involvement program. The agreement should specify program objectives, major program components, time

schedules, responsibilities of key participants, and other critical aspects of the program.

9. A detailed plan must be developed for the citizen involvement program, which lists all activities to be conducted and stipulates the roles of community leaders and citizens in the process.

10. The citizen involvement program should include an extensive public information effort to keep individuals and groups who may be affected by, or interested in, the proposed action well informed about related activities, and about the contributions of citizens to the program.

11. Two-way dialogue between citizens and decision-makers should be promoted and encouraged through a variety of communication channels.

12. Officials of the organization that is initiating the proposed action must create a climate of trust by being fully responsive to citizen needs, concerns, and interests, and by scrupulously following through on all commitments.

13. Communications about the proposed action from agency or industry representatives to citizens should be presented in a concise and nontechnical manner.

14. The time that citizens devote to a public involvement program should be used efficiently by the program facilitators.

15. Citizens should be treated as highly valued consultants regarding the proposed action.

16. The outcome of a citizen involvement program should be a written report which expresses the sense of the affected community or area regarding the proposed action, and which includes: (a) a summary description of the proposal; (b) major issues or concerns raised by citizens; (c) the extent and nature of both support for and opposition to the proposal; (d) advantages or disadvantages of the proposed action; (e) groups or segments of the population that would be positively or adversely affected; and (f) any modifications to the proposed action recommended by the citizens' task force, and/or any special considerations that decision-makers should give extra attention.

Chapter 5

Citizen Involvement Program Model

The sixteen general principles presented in the previous chapter specify the essential factors that were taken into consideration when the Citizen Involvement Program Model was designed. The CIP Model also reflects the following assumptions. First, responsibility for initiating and financing any citizen involvement program rests with the organization proposing some kind of action that will affect the public. Since the sponsoring organization wants to introduce change, it must be willing to take whatever preparatory steps are necessary—such as conducting an environmental impact assessment and a citizen involvement program—to ensure that all aspects of the proposed action are fully considered. Second, the CIP Model assumes that residents of an area likely to be affected by the proposed action have a moral right and a duty to be involved in investigations and discussions that will affect the final decision. Finally, the Model holds that some government body has the legal authority to approve the proposed action.

As discussed in the preface, the CIP Model is intended for use in citizen involvement processes in which a public or private organization is proposing a new program or project, and is seeking responses and recommendations from the affected citizens. Although that organization initiates and funds the citizen involvement process, and its proposal establishes the nature and scope of the action to be considered, the sponsor must not direct or control the activities of the involved citizens. One basic purpose of the CIP Model is to ensure that such cooptation does not occur.

The CIP Model is divided into five phases, each of which contains several steps or activities, as summarized in Figure 1. The first phase includes activities that are essential for developing a sound foundation for a citizen involvement program. The second phase involves the preliminary research and organizational activities that occur prior to launching the citizen-led aspects of the program. In the third phase, a task force of local citizens, with the assistance of one or more professional facilitators, carries out the citizen-led part of the program. The fourth phase is a formal presentation of the task force report, along with other testimony, to the responsible agency or decision-making body at one or more public hearings, after which the information is reviewed and a decision reached on the proposed action. If the proposed action is approved, the fifth phase covers postdecision follow-up activities to assure that any impacts are properly mitigated and managed.

Each step within a phase of the CIP Model is described below in two ways: a brief statement of its basic purpose and various considerations to take into account when carrying out that step. Users of the CIP Model should clearly understand that it is a general guide for designing and conducting a citizen involvement program. Specific steps and procedures used when the CIP Model is being applied may have to be adapted to the situation and to the given topic(s) at issue.

The Citizen Task Force is charged with reviewing a proposed action and assessing its likely effects. The Task Force consists of citizens who represent special interest groups and other community organizations; elected or appointed government officials, and professionals employed by units of government in the area of impact, such as a county or municipal planner; and other residents who have special expertise to offer or whose actions or responsibilities are highly visible to the general public. A Steering Committee, selected by Task Force members, provides leadership and administrative guidance to Task Force activities. Working closely with the Program Coordinator, the Steering Committee solicits questions and concerns about the proposed action, coordinates program activities, and plots the course for the Task Force to follow. Working Groups, comprised of both Task Force members and appropriate interested individuals, seek to develop a thorough understanding of the proposed action and related activities. With aid from the Coordinator and other resource persons, the Working Groups also communicate with the public about their topics of concern and solicit citizen views. The outcome of the Task Force effort is a comprehensive report to the sponsors of the proposed action which provides an overview of local concerns and perceptions, the advantages and disadvantages of the proposed action for the affected area, the "sense of the community" toward the proposed action, and other considerations decision-makers should give attention.

In general, the CIP Model is intended to mobilize citizen involvement by working through existing community groups and organizations, by minimizing the costs and maximizing the benefits of involvement, and by building a climate of mutual trust between citizens and representatives of the organization that initiates the proposed action.

Phase I. Foundation Development
Step 1. Determine if the proposed action will be socially and politically feasible.
Step 2. Obtain support from key area leaders.
Step 3. Appoint a professional citizen involvement program coordinator.
Step 4. Adopt a citizen involvement program agreement.
Step 5. Announce the citizen involvement program to the public.
Step 6. Inventory major area organizations, public bodies, and leaders.
Step 7. Attend meetings of local organizations and public bodies.
Step 8. Evaluate Phase I.

Phase II. Program Organization
Step 9. Organize a Citizen Task Force.
Step 10. Convene the Citizen Task Force.
Step 11. Convene the Planning Committee.
Step 12. Reconvene the Citizen Task Force.
Step 13. Convene the Steering Committee.
Step 14. Publicize the citizen involvement program.
Step 15. Assign citizen volunteers to Working Groups.
Step 16. Conduct a training workshop.
Step 17. Evaluate Phase II.

Phase III. Program Implementation
Step 18. Inform the public about the proposed action.
Step 19. Working Groups investigate assigned issues and problems.
Step 20. Hold public workshops.
Step 21. Prepare Working Group reports.
Step 22. Encourage additional public input to the Citizen Task Force.
Step 23. Conduct a community survey.*
Step 24. Review Working Group reports in a public forum.
Step 25. Prepare draft final report.
Step 26. Circulate the draft report and receive further comments.
Step 27. Steering Committee prepares final report.
Step 28. Distribute the final report.
Step 29. Evaluate Phase III.

Phase IV. Decision-Making
Step 30. Hold one or more public hearings.
Step 31. Make a final decision on the proposed action.

Phase V. Follow-Up
Step 32. Ensure that impacts are monitored and mitigated.
Step 33. Evaluate the entire citizen involvement program.

Figure 1. Citizen Involvement Program Model

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* Step 23 is conducted at the same time as the Working Groups are carrying out their responsibilities. Survey results are provided to the Working Groups as an aid to developing their reports.

Phase I. Foundation Development

STEP 1. DETERMINE IF THE PROPOSED ACTION WILL BE SOCIALLY AND POLITICALLY FEASIBLE

Purpose: To make a preliminary determination if it is socially and politically feasible to carry out the proposed action in that location.

Considerations: In addition to determining if a proposed action is feasible on the basis of economic, geographic and, if appropriate, geological criteria, the sponsor must also determine if it is potentially feasible on social and political grounds.

To make that preliminary determination, an official of the sponsoring organization should first contact a number of "key informants" in the area likely to be affected by the proposed action. These people may typically include public agency professionals, local government officials, business leaders, school teachers, and officers of community organizations. Through informal discussions with the key informants, representatives of the sponsoring organization obtain necessary information to determine the viability of conducting a citizen involvement program. Information essential at this point includes: the attitudes of key leaders toward the proposed action and toward a citizen involvement program; a description of the local power structure and how influential people will likely respond toward the proposed action; and an idea of how members of various community organizations and the general public are likely to view the proposed action.

The sponsoring organization should also gather basic information about the local economy, and demographic and social characteristics of the affected area. To the extent possible, the socioeconomic profile should be constructed from existing sources of information, such as U.S. Census reports, state agency documents, vital statistic reports, local governmental records, and local newspapers. This information can be helpful for assessing possible social, economic, and fiscal impacts of the proposed action and for developing base-line data.

If the proposed action appears to be politically and socially feasible on the basis of this preliminary information, the sponsoring organization should then begin making arrangements to initiate a citizen involvement program in the area most likely to be affected. If the proposed action does not appear to be politically and socially feasible, the sponsoring organization should either terminate the proposal, consider another site, or revise its proposal to make it more acceptable to community leaders and the general public.

STEP 2. OBTAIN SUPPORT FROM KEY AREA LEADERS

Purpose: To obtain legitimacy and support from key public and organizational leaders in the affected area for conducting a citizen involvement program regarding the proposed action.

Considerations: After a decision has been made that carrying out a proposed action may likely be feasible, representatives of the sponsoring organization should first contact key public and organizational leaders in the area likely to be affected by the action. The purpose of making these contacts, in addition to explaining the proposed action, is to outline plans for the citizen involvement program and to ask these leaders to legitimize and support the program, regardless of their own views toward the proposal. With such backing, the program is much more likely to be accepted by the members of organizations and the general public in the affected area.

These contacts should be made by a senior official of the sponsoring organization and they should be done in person if at all possible.

A useful procedure for identifying key public and organizational leaders is the "snowball" method. The first step is to contact the most obvious leaders, to discuss the proposed action and the citizen involvement program, and then to ask for suggestions of other leaders who should be included in these discussions. Obtaining the assistance of individuals who know the area well, such as a school teacher, can be very helpful for building and validating the pool of key public and organizational leaders.

It is critically important that the basic objectives of the citizen involvement program be fully understood by influential local leaders. These objectives include: promoting communication between citizens and representatives of the sponsoring organization; helping residents in the affected area develop an understanding of both the positive and negative features of the proposed action and/or its impacts; conducting an educational process among citizens with regard to both the proposed action and the citizen involvement process; and giving the sponsor a sense of how the public views the proposed action.

Above all, representatives of the sponsoring organization must convince local leaders that they will give serious attention to the issues and concerns raised during the citizen involvement program prior to making any decisions about the proposed action.

STEP 3. APPOINT A PROFESSIONAL CITIZEN INVOLVEMENT PROGRAM COORDINATOR

Purpose: To select and appoint a professional who will act as Coordinator for the entire citizen involvement program.

Considerations: The Program Coordinator is responsible for giving professional leadership to all aspects related to organizing and conducting the citizen involvement program. The Coordinator is responsible to the Steering Committee of the Citizen Task Force.

To be effective, the Program Coordinator must have professional capabilities in designing, implementing, directing, and evaluating a citizen involvement program. Special training and experience in community development and/or citizen involvement are especially relevant to this role. The person appointed must be personally neutral toward the proposed action, and must be fully acceptable to officials of the sponsoring organization and to key leaders in the area. If possible, the Program Coordinator should come from an agency or organization that is recognized as neutral in regard to the proposed action. Two possible sources of personnel for this position are public service faculty members affiliated with an educational institution, such as a county Extension agent or a state Extension specialist, and community development/citizen involvement specialists employed by a private consulting firm.

To locate a suitable person for the Program Coordinator position, the sponsor prepares a job description that is also acceptable to local leaders. The job description is distributed widely, and prospective candidates are invited to apply. Selection of the Coordinator should be made by a committee composed of one or more representatives of the sponsoring organization and several government officials and organizational leaders in the area of impact. As part of the appointment process, the selection committee signs a contract with the Program Coordinator that specifies the responsibilities, authority, compensation and other features of that position, as well as the responsibilities of the sponsoring organization and relevant public officials in regard to the citizen involvement program.

Large projects that could affect many people may require more than a single coordinator. In those cases, the Program Coordinator, in consultation with the sponsor and the Steering Committee, determines the size and composition of the Facilitation Team. In consultation with the Steering Committee, the Program Coordinator selects and appoints other members of the Facilitation Team. If warranted, this team should consist of one or more community development/citizen involvement specialists to assist citizens in conducting the program; one or more technical specialists to collect and analyze technical information about the proposed action; and one or more public communication specialists to disseminate information about the proposed action and the citizen involvement program. The contract for involving such resource persons may be arranged between members of the committee mentioned above and officials of a private consulting firm or a nonprofit organization such as a university.

STEP 4. ADOPT A CITIZEN INVOLVEMENT PROGRAM AGREEMENT

Purpose: To obtain a written agreement among all relevant parties concerning the nature, scope, responsibilities, and other aspects of the citizen involvement program.

Considerations: The Program Coordinator prepares a draft statement of the principal features of the citizen involvement program and the responsibilities of all parties to be involved in it. The main features of the program should be specified in as much detail as possible.

At a minimum, the written agreement should stipulate the responsibilities of the sponsoring organization to make available on request information about the proposed action and to provide financial support for the Facilitation Team, and for other aspects of the Program such as technical assistance, facilities, and equipment. The agreement must also contain prerogatives of the legal decision-making body, which must include the stipulation that for a reasonable amount of time it will refrain from making any kind of decision on the action until the citizen involvement program has been completed. Statements of support for the citizen involvement program by key leaders should also be part of the agreement, along with the roles and responsibilities of the Citizen Task Force and its Steering Committee, and the duties and responsibilities of the Facilitation Team.

The draft agreement is sent to appropriate officials of the sponsoring organization, public officials responsible for the final decision regarding the proposed action, and elected public officials in the area. They should be given ample time to review the draft agreement, discuss it with the Program Coordinator, and suggest necessary modifications. When the document is revised to the satisfaction of all parties participating in the agreement, it is signed by official representatives of the sponsoring organization, the decision-making body (or bodies), and the unit(s) of government in the affected area, and the Program Coordinator.

In addition to specifying participants' roles and responsibilities, the written agreement can serve two useful purposes. First, as the Program Coordinator discusses the draft agreement with representatives of the sponsoring organization and local leaders, they will develop a better understanding of the scope and purpose of the citizen involvement program. Second, through the process of explaining the Program to key leaders in the affected area, the Program Coordinator can demonstrate the sponsor's sincerity in being responsive to citizen concerns. The entire process can help develop understanding and build trust between citizen leaders and officials of the sponsoring organization.

Step 5. Announce the Citizen Involvement Program to the Public

Purpose: To inform as many residents of the area as possible about the citizen involvement program.

Considerations: A public announcement of the citizen involvement program should be made jointly by representatives of the sponsor and by a number of public officials and organizational leaders. If possible, the announcement should be made in person at a regular meeting of a leading government body, such as the county board of commissioners or the city council, or, in the case of a statewide issue, by the governor. It is vitally important that all of the people involved in announcing the program express strong support for it.

The announcement of the program describes its basic purpose, how it will be conducted, how people can participate in it, and the role of the Program Coordinator.

A more detailed, written description of the entire citizen involvement program should also be prepared by the Coordinator, or by the communication specialist on the Facilitation Team, and distributed to appropriate media.

Step 6. Inventory Major Voluntary Associations, Public Bodies, and Leaders

Purpose: To compile a list of all major voluntary associations and public bodies in the area, together with their leaders, as well as other key public and private sector leaders.

Considerations: All major voluntary associations in the area should be listed on the inventory, including civic and professional associations, community service clubs, political organizations, environmental groups, business associations, ethnic organizations, and important special interest associations. For each organization, information should be obtained concerning when and where it meets, and the names and addresses of one or more of its leaders.

The inventory also includes all units of government within or having jurisdiction over the affected area, as well as boards and commissions. Key leaders in the area should be included, such as public officials, heads of major businesses, school principals, county and city planners, newspaper editors, religious leaders, etc. Key informants should be consulted to assure that the inventory is extensive and as complete as possible. (The Support Materials Appendix contains an example of such a list.)

The primary purpose of the inventory is to provide an extensive list of potential members of the Citizen Task Force. The list is also extremely useful for becoming familiar with channels of communication and patterns of influence in the area.

STEP 7. ATTEND MEETINGS OF MAJOR LOCAL VOLUNTARY ASSOCIATIONS AND PUBLIC BODIES

Purpose: To obtain support for the citizen involvement program and to solicit representatives of major local associations and public bodies to serve on the Citizen Task Force.

Considerations: The Program Coordinator and/or other members of the program Facilitation Team should attend a regular meeting of all major voluntary associations and public bodies in the area.

At those meetings, the purpose and nature of the citizen involvement program and its relationship to the proposed action should be explained. Each organization or public body is then requested to provide general support for the program by informing other residents in the affected area about program activities and, if appropriate, to adopt a formal resolution of support for the program and to select a representative to serve on the Citizen Task Force.

To the extent possible, each of the presentations should be tailored to the specific interests, concerns, and responsibilities of the particular organization or body.

STEP 8. EVALUATE PHASE I

Purpose: To determine the adequacy of actions taken during Phase I of the citizen involvement program.

Considerations: Evaluation can be very helpful during all phases of developing and implementing the citizen involvement program. At the completion of Phase I, the effectiveness of each step taken thus far should be discussed by the Program Coordinator with representatives of the sponsoring organization and of government bodies in the affected area, as well as with leaders of special interest groups and voluntary associations which have a major interest in the proposed action and with the key informants.

The following kinds of questions should be asked in those discussions:

- To what extent did each activity accomplish its intended purpose?
- If any activities have been conducted in less than an adequate manner, what needs to be done now to rectify those deficiencies?
- Could any of the activities have been conducted in a more effective or efficient manner and how?

The Coordinator then prepares a written report describing Phase I and the effectiveness of each step, as well as corrective actions. Any necessary corrective actions are taken before proceeding further with the program.

Phase II. Program Organization

STEP 9. ORGANIZE THE CITIZEN TASK FORCE

Purpose: To organize the Citizen Task Force that will direct the citizen involvement program.

Considerations: It is crucial that the Citizen Task Force be as broadly representative as possible of all perspectives and interests in the affected area. It should therefore be composed of five different groups: (1) representatives of major voluntary associations in the area; (2) representatives of all public bodies in the area; (3) other interested public officials and community leaders who may have expertise or perspectives to contribute; (4) representatives of major statewide or national organizations that are interested in the proposed action; and (5) individual citizens to represent area residents not otherwise represented on the Task Force.

The Program Coordinator should send a written request to all voluntary associations and public bodies inventoried in Step 6, inviting them to select one person to represent their interests on the Citizen Task Force. Key public and private sector leaders identified in Step 6 are also invited by the Coordinator to join the Citizen Task Force. (The Support Materials Appendix contains an example of a written request letter and response form.)

Organizations from outside the area may similarly be invited to send a representative to the Task Force, or the Coordinator may simply offer such an invitation to relevant outside organizations which ask to participate. Finally, several area leaders and key informants are asked to review the list of Task Force members to determine if any important interests, groups of residents, or individuals are unrepresented. If so, specific people are invited to join the Task Force to broaden its representativeness.

After all members of the Citizen Task Force have been named, the Coordinator sends a letter to each person which expresses appreciation for their willingness to serve, and explains the purpose and actions of the Task Force and the roles and responsibilities of its members. This letter should also announce the date, place, and time of the first meeting of the Citizen Task Force. If possible, the Coordinator should contact each representative in person, since personal contacts will greatly enhance interest in the program among volunteers and will serve to further demonstrate the importance of their contribution to its success.

STEP 10. CONVENE THE CITIZEN TASK FORCE

Purpose: To acquaint members of the Citizen Task Force with each other, to further clarify the purpose of the Citizen Task Force and the roles and responsibilities of its members, to describe briefly the proposed action, and to select an ad hoc Planning Committee to plan the next meeting and the procedures for selecting members of the Steering Committee.

Considerations: The timing, setting, and conduct of the initial meeting of the Task Force are of considerable importance. The meeting should not conflict with any other major activities in the area, it should be held in a comfortable setting in which all participants can see each other (not in an auditorium in which people cannot see those behind them), it should be conducted in a nonauthoritative but efficient manner so that it does not take any more time than absolutely necessary, and the Coordinator should ensure that all ideas or concerns expressed by Task Force members (especially in regard to issues and problems related to the proposed action) are acknowledged and are obviously recorded.

The following activities should occur during this meeting:

- Each Task Force member introduces him or herself and mentions the organization or body they represent.
- The Program Coordinator introduces him or herself, presents an overview of the citizen involvement program, and describes the purpose of the Task Force and the roles and responsibilities of its members.
- The Coordinator explains his or her role in the citizen involvement program and introduces other members of the program Facilitation Team, if appropriate.
- A representative of the organization sponsoring the proposed action gives a brief description of it and answers questions.
- Task force members list the major issues and problems that they believe are likely to arise concerning the proposed action.
- Task force members select six to eight persons to serve on an ad hoc Planning Committee which is charged with the responsibility of planning the next Task Force meeting.

Before the members of the ad hoc Planning Committee are selected, the Coordinator should urge the Task Force to elect people who represent diverse viewpoints concerning the proposed action. Once selected, the ad hoc Planning Committee should set a date and location for its first session.

After the meeting, the Program Coordinator or communication specialist should: prepare and distribute a press release describing the meeting; and prepare and distribute to all Task Force members a summary of the issues and questions raised at the meeting, together with the request that any issues or questions which were overlooked during the first meeting be brought to the attention of the Coordinator or a member of the ad hoc Planning Committee as soon as possible.

STEP 11. CONVENE THE AD HOC PLANNING COMMITTEE

Purpose: To prepare a draft outline of the major activities to be included in the citizen involvement program and the issues and problems to be addressed by it, to design a procedure for selecting a permanent Steering Committee of the Citizen Task force, and to plan for the next meeting of the Task Force.

Considerations: The Planning Committee should meet as soon after the first Task Force meeting as possible. One member of the Committee should be elected to serve as its chair and another person should be elected to serve as the recorder. It is essential that volunteers take on major leadership responsibilities at the outset and throughout the citizen involvement program. The committee chair should assign one or more members the responsibility for presenting the work of the Planning Committee to the next meeting of the Task Force, and the chair of the Planning Committee will convene and conduct the next meeting of the Task Force. The Program Coordinator should serve as a consultant and resource person to the volunteer leaders.

A principal function of the Planning Committee is to prepare a draft outline of the major activities to be included in the citizen involvement program. That outline will presumably follow the Model presented here, but it must be adapted to local conditions and considerations.

As part of the planning process, the Planning Committee also reviews the list of issues and questions raised at the initial meeting of the Citizen Task Force, modifies or expands that list as necessary, and arranges those issues and questions into topical categories that will be addressed by Working Groups during the citizen involvement program.

The Planning Committee designs a procedure for selecting a permanent Steering Committee of the Citizen Task Force. The Program Coordinator should stress that the Steering Committee will be responsible for guiding the citizen involvement program, and it must be as representative as possible of the entire Task Force. Members of the Steering Committee might, therefore, be selected on the basis of geographical areas, political jurisdiction, interest blocks, or other relevant criteria.

Finally, the Planning Committee plans the presentation of the proposed program outline, the criteria for nominating members of the Steering Committee and related selection procedures, and the potential topics for the Working Groups to review at the next meeting of the Citizen Task Force.

STEP 12. RECONVENE THE CITIZEN TASK FORCE

Purpose: To select the Steering Committee, discuss the draft outline of major Task Force activities, and to begin organizing the Working Groups.

Considerations: The Planning Committee presents its draft outline of major program activities for discussion by Task Force members, and the outline is modified based on the general consensus. Specific procedures for implementing the outline will be discussed and adopted by the Steering Committee at its first meeting.

The Planning Committee then presents its proposed procedure for selecting a representative Steering Committee, which the Task Force follows (with modifications, if desired) in selecting its permanent Steering Committee. At that point, the ad hoc Planning Committee is automatically terminated, however, the chair of that Committee continues to conduct the meeting and the recorder takes minutes.

The Task Force members then review the topical categories of issues and questions prepared by the Planning Committee, modifying or elaborating them as necessary. The Program Coordinator explains how a separate Working Group will examine each category, and asks Task Force members to list in writing first, second, and third choices for a Working Group in which to participate. The Coordinator explains that the Steering Committee will assign individuals to the various Working Groups based on their preferences, as well as on other criteria to ensure that each group contains a balance of interests, skills, and perspectives on the proposed action. It should be mentioned that, based upon the same considerations, people from outside the Task Force will also be asked to join the Working Groups.

Finally, Task Force members are also asked to list in writing other ways in which they can contribute to the citizen involvement program, such as speaking to local organizations, preparing informational materials for distribution to the general public, or assisting with a survey of residents in the affected area.

After the meeting, the Program Coordinator or communication specialist prepares and distributes a press release describing the actions taken at the meeting and the names of Steering Committee members.

STEP 13. CONVENE THE STEERING COMMITTEE

Purpose: To organize the Steering Committee, to develop detailed plans for carrying out the citizen involvement program, and to create the Working Groups.

Considerations: The Steering Committee is responsible for giving overall direction to the citizen involvement program.

The Steering Committee elects its own officers which consist of a chairperson, vice chairperson, secretary, and others as required.

The Committee reviews the outline of the citizen involvement program activities adopted by the Citizen Task Force at its second meeting, and determines what additional plans are necessary for successfully implementing the Program. These plans may pertain to such items as:

- A time schedule for conducting the program.
- The designation of responsibilities for specific program activities.
- Publicity for the program, such as a brochure to help citizens understand the proposal and the program.
- Various kinds of workshops in connection with the program.

In conjunction with the Program Coordinator, the Steering Committee assigns members of the Task Force to the various Working Groups in a manner to ensure that each group contains a balance of interests, skills, and perspectives on the proposed action. Each Task Force member should serve on only one Working Group. The Steering Committee should also adopt procedures to solicit the names of other people interested in serving on a Working Group or in assisting with other aspects of the Program. The Steering Committee may also identify various technical and/or professional experts to assist the various Working Groups as needed.

Finally, the Steering Committee sets priorities for the training workshop described in Step 16 and delegates the responsibility for planning the workshop to the Program Coordinator and a committee of citizen volunteers.

The Program Coordinator or the communication specialist prepares a press release which describes the activities of the Steering Committee meeting, and includes a list of the Working Groups with the names of people assigned to each group. An invitation is issued to serve on a Working Group or to assist with other aspects of the program. Adequate information should be provided in the news release so that people with questions about the program, or a willingness to help, can easily contact the appropriate individual.

STEP 14. PUBLICIZE THE CITIZEN INVOLVEMENT PROGRAM

Purpose: To fully inform all residents of the area about the Citizen Involvement Program and to solicit additional members for the Working Groups.

Considerations: The Program Coordinator or communication specialist works with the Steering Committee to publicize the complete plan for the citizen involvement program. It is particularly important to specify the roles and responsibilities of the Citizen Task Force, the Steering Committee, and the Working Groups, as well as the schedule of major program activities.

Through the media and through other means, such as posters and flyers, the general public should be notified of the purpose, dates and location of all activities. The publicity effort should include:

- Preparation and distribution of a brochure that describes the proposed action and the citizen involvement program.
- A meeting with local public officials and governmental bodies.
- Meetings with the leaders of major interest groups and community organizations in the area.
- Preparation of news releases and articles for all local media.

All information released to the general public during the early phases of the program should include an invitation to volunteer for one of the Working Groups. It should be stated, however, that the need for each Group to include necessary skills as well as to represent various interests and perspectives on the proposed action, may preclude the selection of some individuals.

STEP 15. ASSIGN CITIZEN VOLUNTEERS TO WORKING GROUPS

Purpose: To assign citizen volunteers to the various Working Groups in the most balanced manner possible.

Considerations: As citizens volunteer to serve on the various Working Groups, the Program Coordinator, in consultation with members of the Steering Committee, assigns them to appropriate groups.

Because it is vitally important to keep each group as balanced as possible, several criteria may be used in making these assignments:

- Preference of the volunteer.
- Expertise of the volunteer.
- Geographical location of the volunteer.
- Views of the volunteer toward the proposed action.
- Needs of the Working Group.

To assure that a good balance of perspectives, skills, and interests exists within each group, it may be necessary for the Coordinator to assign specific individuals to a group or to exclude people from serving in a formal capacity on one of the groups if such participation would lead to an unbalanced situation and create a threat to the group's functioning. The group should also be limited to a manageable number of individuals.

STEP 16. CONDUCT A TRAINING WORKSHOP

Purpose: To train members of the Task Force and Working Groups in group process and problem-solving skills, if necessary.

Considerations: The level and amount of training to be offered will depend on the participants' level of experience with group problem-solving and working with the general public in situations where conflict is likely to occur. The decision to conduct one or more training workshop is made by the Steering Committee in conjunction with the Program Coordinator. Since the citizen involvement program demands a considerable amount of time from the participants, many people may resent or resist being asked to attend these special educational activities. The Program Coordinator will probably have to "sell" the idea as a means of helping each group function to its fullest potential, while possibly averting future problems. The purpose for and training elements of the workshop(s) should be clearly specified.

If one or more workshops are conducted, all Task Force members and other volunteers serving on the Working Groups should be urged to attend.

The workshop(s) should be conducted by people who are trained and experienced in group processes and problem solving as these areas relate to community development and/or citizen involvement. Topics covered may include:

- Roles, responsibilities, and expectations of participants in a citizen involvement program.
- Group interaction and communication skills.
- Problem-solving techniques.
- Conflict resolution procedures.
- Leadership styles and skills.
- Meeting management.
- Program planning and implementation procedures.
- Data collection and analysis procedures.

STEP 17. EVALUATE PHASE II

Purpose: To determine the adequacy of the actions taken during Phase II of the citizen involvement program.

Considerations: The Program Coordinator should discuss all Phase II activities with members of the Steering Committee, representatives of the organization sponsoring the proposed action, key leaders of voluntary associations and government bodies most likely to be effected by the proposed action, and key informants. Questions discussed might include:

- Is the program being adequately supported by the sponsor, relevant organizations, and governmental bodies?

- Have all relevant issues and questions pertaining to the proposed action been identified?
- Is the Citizen Task Force adequately representative of all interests that are concerned about the proposed action, as well as the relevant geographical areas?
- Are the Working Groups adequately organized in terms of both the assigned issue areas and the balance of their membership?

The Program Coordinator prepares a written report describing Phase II and the findings of the evaluation. The report is then distributed to all members of the Steering Committee.

Any necessary corrective actions are taken at this time before proceeding further with the Program.

Phase III. Program Implementation

STEP 18. INFORM THE PUBLIC ABOUT THE PROPOSED ACTION

Purpose: To inform the public as fully as possible about the proposed action that is the focus of the citizen involvement program.

Considerations: The organization sponsoring the proposed action is likely to be making various efforts to inform the public about that action. Although the citizen involvement program need not duplicate those efforts, there may be important information about the proposed action that is not being communicated by the sponsor or the means of communication may be inadequate. The Program should therefore attempt to supplement the sponsor's communication activities in whatever ways are necessary to fully inform the public about the proposed action; in particular, about the list of potential issues and problems associated with the action which were earlier generated by the Citizen Task Force, as well as about any benefits that may be derived from the proposed action.

This campaign is conducted by the Program Coordinator or a communication specialist, in consultation with the Steering Committee, and may utilize numerous means of communication, such as written materials, audiovisual presentations, public information meetings, talks at meetings of local organizations, and discussions with neighborhood groups.

STEP 19. WORKING GROUPS INVESTIGATE ASSIGNED ISSUES AND PROBLEMS

Purpose: To gather as much information as possible about all of the issues and problems likely to be associated with the proposed action.

Considerations: The Program Coordinator, or members of the Facilitation Team, schedules the initial meeting of each Working

Group, prepares a statement of its assigned scope of concern, and gathers readily available information that is relevant to the concerns of each group.

If a Facilitation Team is assisting with the citizen involvement program, two of its members should be assigned to each Working Group: a specialist in group process and citizen involvement, and a technical specialist in the area of the proposal being addressed. The primary duties of the group process and citizen participation specialist are to assist Working Group members in organizing and conducting their activities, handling special tasks, managing conflict, and promoting group cooperation. The technical specialist's responsibility is to provide all of the information and assistance necessary for the Working Group to carry out its review of the problems and proposals. Also, the specialist may arrange for meetings with technical experts as necessary.

At the initial meeting of each Working Group, the Coordinator or another facilitator discusses the assigned scope of that group's task and what it is expected to accomplish. Each group then elects a chair, vice chair, and a recorder or secretary and divides specific tasks among its members in whatever way appears to be most appropriate.

The tasks of each Working Group include the following:

- Deciding on the kinds of information needed to address its assigned topic or topics.
- Examining technical information about the proposed action that is relevant to its concerns.
- Requesting new data if existing information is determined to be inadequate.
- Within its specific area of concern, assessing both the positive and the negative impacts of the proposed action.
- Reporting on procedures for preventing undesirable impacts if the action is approved.
- Preparing a draft report of its findings for presentation to the Task Force and Steering Committee.

These various activities may be carried out by individual members of a Working Group, by subgroups, or by the entire group's membership. It is important, however, to include the full range of interests and perspectives represented in the group when making decisions about specific concerns and recommendations about the proposed action.

In most cases, a substantial amount of work will be required of each group member, and the group probably will need to hold a number of meetings.

The Program Coordinator or the communication specialist prepares and distributes a press release describing the activities of each Working Group. Local reporters should be encouraged to interview members of the Working Groups.

STEP 20. HOLD PUBLIC WORKSHOPS

Purpose: To facilitate communication between members of the Working Groups and the public.

Considerations: During the course of its investigation, each Working Group holds at least one workshop to which all interested citizens are invited. The range of concerns or recommendations discussed at each workshop are limited to the topic or topic areas being addressed by the Working Group.

At each workshop, members of the Working Group describe their specific area(s) of concern, the questions being addressed, their findings to date, and any recommendations under consideration. The Program Coordinator or other member of the Facilitation Team may also discuss the work of that group, and/or an outside expert might be asked to discuss one or more topics of concern to those in attendance. It is vitally important that citizens attending these workshops, who are not members of the Working Group, be encouraged to raise questions and present information or opinions about the proposed action.

All members of the Citizen Task Force should be encouraged to attend the public workshops of Working Groups that are outside of their area or topic of concern, and to keep informed of what the other groups are doing. Attendance is especially vital for members of the Steering Committee.

To ensure that the public is aware of these workshops, they must be well-publicized in local media both through preworkshop announcements and post-workshop news releases.

STEP 21. PREPARE WORKING GROUP REPORTS

Purpose: To compile all the information collected by each Working Group into a brief report that will provide input into the final report of the Citizen Task Force.

Considerations: Each Working Group meets one or more times to discuss and analyze all of the information it has collected, including input from its public workshop.

It is important that these meetings remain focused on the specific issues and problems being investigated by that Working Group, and not be broadened into general discussions of the proposed action. It is also important that the information collected by group members be discussed in a systematic manner, and that some kind of resolution be reached on each question being investigated, before proceeding to the next question.

Each Working Group designates one or more of its members to prepare, in collaboration with the Program Coordinator or another member of the Facilitation Team, a draft report of the findings, conclusions, and recommendations of that group in regard to its assigned topic(s). These reports need not be long, but might include the issues and problems investigated by the group, the nature of the information examined, and the major findings. Whatever conclusions the group reaches, its findings should be reported, along with specific recommendations (as appropriate) and any dissenting opinions, as well as any special considerations for decision-makers.

These Working Group reports must not take any kind of definitive stand toward the proposed action, for that is outside the limits of their responsibility and authority. The reports may, however, offer specific recommendations concerning those aspects of the proposed action that it has investigated, provided that either there is consensus among members of the Working Group concerning those recommendations, or two or more alternative recommendations are presented whenever members of the Working Group are divided on an issue.

Each Working Group then meets to discuss its draft report, modify it as desired, and adopt it.

STEP 22. ENCOURAGE ADDITIONAL PUBLIC INPUT TO THE CITIZEN TASK FORCE

Purpose: To obtain as much public input as possible into Task Force deliberations concerning the proposed action.

Considerations: The primary responsibility of the Citizen Task Force is to obtain as much information as possible, including public opinion, about the proposed action. In addition to the opportunities for input made available through the public workshops, the Task Force encourages and promotes all other possible forms of public communication.

These communication channels might include: letters to the editors of area newspapers; a telephone hotline that citizens can use to express their views; radio call-in talk shows; position papers or statements by specific organizations that provide relevant information or give their views on the proposed action; letters by citizens to the Task Force.

The Program Coordinator or members of the Facilitation Team will generally organize these various activities, but all members of the Task Force must be aware of them, and should encourage everyone they know to make contact with the citizen involvement program in one or more of these ways.

All information obtained through these channels is recorded and made available to the Steering Committee and to all interested members of the Task Force.

STEP 23. CONDUCT A COMMUNITY SURVEY[3]

Purpose: To obtain a representative indication of how the public at large views the proposed action and any related issues and problems.

Considerations: Although the above implementation steps should produce a substantial amount of important information, it is unlikely that these data will adequately represent the views of the general public in the area of impact. Consequently, there is always a possibility that some or all of the information obtained may be biased. To determine how the general public views the proposed action, and related issues and problems, it is necessary to conduct a public opinion survey based on a randomly selected sample of area residents.

This survey may be conducted by the Program Coordinator or by one or more members of the Facilitation Team, with the assistance of interested members of the Citizen Task Force, or it may be done by an independent research organization. The survey is essential for obtaining a valid picture of the "sense of the community" toward the proposed action, therefore the work must be carried out by professionals. (The cost of the survey could be kept quite low by conducting a "policy analysis mini survey," as long as random sampling procedures are used.)

A report that presents the findings of the survey in straightforward language, and with appropriate tables or graphs, is prepared and distributed to all Task Force members, appropriate media, government officials in the area of impact, representatives of the organization sponsoring the proposed action, and all other interested people.

STEP 24. REVIEW WORKING GROUP REPORTS IN A PUBLIC FORUM

Purpose: To present the reports of the Working Groups to the Citizen Task Force and the public.

Considerations: At this third meeting of the Citizen Task Force, a spokesperson from each Working Group presents a summary of that group's major findings, conclusions, and recommendations (if necessary), and submits the complete report to the Task Force. Following each presentation, questions and comments concerning the work of that group are solicited from other Task Force members and from members of the public attending the meeting.

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[3] Step 23 is conducted at the same time the Working Groups are carrying out their responsibilities. The results of the survey are reported to the Working Groups as an aid to developing their recommendations.

At the end of the meeting, the Program Coordinator should outline the remaining activities in the citizen involvement program.

The Program Coordinator or communication specialist should prepare and distribute a press release to the local media that describes the major findings, conclusions, and recommendations contained in the Working Group reports.

STEP 25. PREPARE A DRAFT FINAL REPORT

Purpose: To compile, integrate, and summarize all of the information the citizen involvement program has obtained concerning the proposed action.

Considerations: The Steering Committee, with the assistance of the Program Coordinator (and other members of the Facilitation Team), compiles and evaluates all information in the Working Group reports, and all information obtained from other sources, including the community survey. If necessary, additional technical experts can be requested to help evaluate and interpret the information in hand. A draft final report of the Citizen Task Force is then prepared.

The final report should include the following kinds of information:

Technical information about the proposed action.

Major issues and problems citizens have raised concerning that action.

The attitudes and concerns of area residents about the proposed action.

All expected advantages and disadvantages of the action for the affected area and its residents.

Categories of people who are most likely to be affected by the action, both positively and negatively.

Any anticipated environmental, social, economic, fiscal, or other types of impact from the proposed action.

Any procedures that citizens believe are required to mitigate anticipated negative impacts.

Desired modifications in the proposed action.

Special considerations to which decision-makers should give particular attention.

Because the Citizen Task Force is not a decision-making body, it should only express the "sense of the community" toward the project as completely and unequivocally as is warranted by the results of the citizen involvement program. The statement should include any dissenting positions taken by Task Force members. If the Task Force takes a position regarding the approval or disapproval of a proposed action when considerable disagreement exists between its members, the effectiveness of the citizen involvement process could substantially diminish. Only in situations where there is complete consensus among Task Force members on a position about the proposed action, should a recommendation to approve or disapprove be formulated.

STEP 26. CIRCULATE THE DRAFT REPORT AND RECEIVE FURTHER COMMENTS

Purpose: To obtain comments on the draft final report of the Citizen Task Force.

Considerations: The draft final report is distributed to:

All members of the Citizen Task Force.

All members of the Working Groups who are not Task Force members.

Representatives of the organization sponsoring the proposed action.

All relevant public officials.

Leaders of key local organizations.

All libraries in the area.

All appropriate media.

All citizens who request a copy of the report.

The media are asked to carry appropriate announcements to inform citizens about the location of reports and their availability for review and comment.

In general, the process of receiving public comment on the draft final report should follow the public comment format required for the review of a draft Environmental Impact Statement. Attached to each copy of the draft report should be several comment forms, together with instructions for completing them and returning them to the Program Coordinator or a member of the Steering Committee.

STEP 27. STEERING COMMITTEE PREPARES THE FINAL TASK FORCE REPORT

Purpose: To discuss comments on the draft final report and to prepare and adopt a version that is supported by the Steering Committee.

Considerations: The Program Coordinator should distribute all comments received on the draft final report to Steering Committee members prior to the meeting.

At an open meeting, Steering Committee members discuss those comments, and also express their own attitudes toward the draft report. If the Steering Committee decides that the comments indicate a need to make major changes in the draft final report, it rewrites the report and then repeats Step 26.

If the Steering Committee concludes that only minor revisions in the draft final report are necessary, it makes them and then adopts the final Task Force report. All written comments received on the draft report, regardless of whether they are incorporated directly into the final report, are attached to the final report as an appendix.

STEP 28. DISTRIBUTE THE FINAL REPORT

Purpose: To distribute the final Task Force report as widely as possible.

Considerations: After the Steering Committee has formally adopted the final report, it is distributed to:

All members of the Citizen Task Force.

All members of the Working Groups who are not Task Force members.

The organization sponsoring the proposed action.

All relevant public officials.

Leaders of key organizations in the area.

All libraries in the area.

All appropriate media.

Any citizens who request a copy of the report.

The Program Coordinator or the communication specialist also prepares and distributes a press release describing the main points contained in the final report. Local reporters should be encouraged to interview members of the Steering Committee.

After receiving the final report, the sponsoring organization may decide to proceed as planned, modify its plans, or even withdraw its proposal.

STEP 29. EVALUATE PHASE III

Purpose: To determine the adequacy of the actions taken during Phase III of the citizen involvement program.

Considerations: Since Phase III is the actual conduct of the citizen involvement program, it is especially vital that all activities carried out during this phase are carefully evaluated. This evaluation examines the activities of the Citizen Task Force, its Steering Committee, the various Working Groups, and all other public information gathering procedures.

Questions addressed during the evaluation include: How well were all of the objectives of this phase attained? Could any of the activities of Phase III have been conducted in a more effective or efficient manner? Are there any observations or comments about the Phase III activities that should be mentioned at the formal hearing in Step 30?

The Program Coordinator prepares a written report describing Phase III and evaluating its adequacy, and distributes it to members of the Steering Committee.

Phase IV. Decision-making

STEP 30. HOLD ONE OR MORE PUBLIC HEARINGS

Purpose: To enable all interested parties, including representatives of the Citizen Task Force, to present formal testimony and reports on the proposed action.

Considerations: One or more public hearings are conducted by the public body that has legal authority to make a final decision on the proposed action. This may be the same elected body that proposed the action, or it may be some other group of elected officials responsible for the decision.

The agenda for the hearing includes the following items:

- Presentation by the sponsoring organization of the current version of its proposed action.
- Presentation by the Steering Committee of the findings, conclusions, and recommendations (if present) contained in the final report of the Citizen Task Force, together with appropriate comments about the report.
- Presentation of testimony by representatives of other interested organizations, public officials, or individuals concerning the proposed action.
- Questioning of all groups taking a position on the proposed action and representatives of the agency or organization initiating the proposal by members of the decision-making body and persons in the audience.

Every effort should be made by the Program Coordinator and/or members of the Steering Committee to assure that representatives of the media are present at public hearings where the proposed action is being considered. It would be helpful for the Coordinator or members of the Committee to interpret the final report for media reporters.

STEP 31. MAKE A FINAL DECISION ON THE PROPOSED ACTION

Purpose: To officially decide whether to approve or disapprove the proposed action.

Considerations: On the basis of all the information available to it, including the final report of the Citizen Task Force, the official decision-making body decides whether to approve the proposed action. The decision-makers may choose to postpone this decision for the time being, and merely take whatever steps are necessary to assure that the proposal remains viable.

If the public is sharply divided in its stance toward the proposed action, the decision-making body might submit the question to a binding public referendum, if that option is legally authorized.

Phase V. Follow-up

STEP 32. ENSURE THAT IMPACTS ARE MONITORED AND MITIGATED

Purpose: To assure that the proposed action, if approved, is properly monitored and ensuing impacts are mitigated.

Considerations: Prior to implementing the approved action, the Steering Committee works with the sponsoring organization to plan whatever mitigation procedures are likely to be necessary.

These mitigation procedures may have been recommended in the final report of the Citizen Task Force, they may be proposed by the sponsoring organization, or they may be required by the official body that approved the action. If necessary, the entire Citizen Task Force may also reconvene to discuss these impact-mitigation plans. At this meeting, members of the Citizen Task Force assess whether there are any public organizations or agencies in the affected area that have the legal authority and the capacity to monitor the approved action as it progresses, and to assure that appropriate mitigation activities are carried out.

If appropriate public agencies do not exist to monitor functions and to assure that expected or ensuing impacts are mitigated, then the final action of the Task Force or the Steering Committee is to select a Citizen Review Board, whose members may be Task Force members or other interested citizens. This Review Board monitors the action as it is implemented, periodically assesses its impacts, and ensures that the impact mitigation plans are carried out. The Review Board should keep the local media and the public fully informed of its findings and recommendations.

After assuring that an appropriate public agency is responsible for carrying out the above functions, or appointing a Citizen Review Board, the Citizen Task Force and its Steering Committee are dissolved.

STEP 33. EVALUATE THE ENTIRE CITIZEN INVOLVEMENT PROGRAM

Purpose: To determine the effectiveness of the entire Citizen Involvement Program and to offer suggestions for improving this process in the future.

Considerations: If citizen involvement programs are to be improved on the basis of experience acquired in conducting such programs, each one must be thoroughly evaluated at its completion. A thorough program evaluation will also be of direct benefit to citizens who participated in the program, to the community or communities in which it was conducted, to the sponsoring organization, to the Coordinator and other members of the Facilitation Team, and to other community development or citizen involvement professionals. As a consequence of the evaluation, all of these people or groups will be better prepared to participate in or to conduct Citizen Involvement Programs in the future.

This evaluation should be a combined "process" and "outcome" analysis. That is, it should examine both how well the entire program was conducted and how adequately it achieved its objectives. Evaluation may be conducted by either the Program Coordinator (and other members of the Facilitation Team) or by an outside research firm.

Data for the analysis may be obtained from numerous sources, including interviews with all Task Force members, and interviews with and/or written commentaries by the members of the Steering Committee. Discussions with the key public officials and organizational leaders who were involved, and discussions with persons in the sponsoring agency or organization should also provide helpful data, as would a follow-up survey of residents in the affected area.

The findings and conclusions of the evaluation, as well as recommendations for improving this process in the future, are put into a written report that is distributed to local public officials and community leaders, to libraries in the area, and to other community development and citizen involvement professionals.

Chapter 6

A Test of the Citizen Involvement Program Model[4]

Numerous settings were investigated for testing the CIP Model in the state of Washington. Development projects under review by the Washington State Department of Ecology ranged from proposals for siting county landfills and chemical waste dumps to those for siting hydroelectric generating facilities. Visits were made to each site to investigate the feasibility of conducting a citizen involvement program. Fortunately, for purposes of designing a field research project, we found that two adjoining counties in south-Central Washington were considering the development of small-scale hydroelectric units. Public officials proposing the projects were willing to cooperate with the Washington State University team that had developed the CIP Model. In this chapter, we will describe the setting in which the pilot program was implemented and list the lessons learned.

The Test and Research Setting

The two counties used when testing and evaluating the pilot citizen involvement program were Klickitat and Skamania. Klickitat was selected as the site for testing the pilot program and Skamania served as the control unit. Here we will briefly describe the general features of both counties, and then provide more details about Klickitat and the citizen involvement work related to the proposed hydro project that had occurred prior to our program.

Klickitat and Skamania counties are located in south-central Washington on the north shore of the Columbia River and adjoin one another. Both are rural in character; both experienced significant in-migration during the 1970s.

Klickitat's economy is somewhat more diverse than that found in Skamania. The far western part of Klickitat follows the contour of the Cascade Mountains, and the economy is based largely on timber and tourism. The central and eastern parts of the county are primarily agricultural. A substantial number of people in the central part of the area, where the county seat is located, are employed at an aluminum manufacturing plant. The 1980 Census showed Klickitat County as having 5,754 households. During the 1970s, a substantial number of people moved into the County, particularly the western part, to enjoy its amenities and lifestyle. The White Salmon River—that was proposed as a site for the hydro project in Klickitat—originates from Mt. Adams and flows through a scenic valley in the extreme western part of the County.

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[4] Chapter authors are Darryll Olsen, Richard Rossi, Gregory Poremba, and Robert E. Howell.

Skamania County lies totally within the Cascade Mountain Range. The county's economy is largely based on the timber industry, with some tourism and light manufacturing. The 1980 Census showed 3,400 households in Skamania. The river proposed for a hydro project in Skamania originates in the Cascades and is located in the extreme eastern part of the County.

Prior to testing the pilot citizen involvement program, both counties had been involved for several months in conducting citizen involvement programs related to the proposed hydroelectric facilities. In each case, the program had been initiated and implemented by staff of the Public Utility District (PUD) operating in that county.

A Brief History of White Salmon River Power Development Plans

The Klickitat County Public Utility District (PUD), headquartered in the county seat of Goldendale, was established in 1957. The PUD had always purchased all of its electric power from the Bonneville Power Administration (BPA), a federal, wholesale power distribution agency. As a prime area for hydropower development, the White Salmon River Valley had frequently been considered by the PUD (and other utilities) as a favorable project site.[5]

The only existing dam on the White Salmon is Condit Dam at river mile 3. Condit Dam is owned by the Pacific Power and Light Company (PPL) of Portland, Oregon. The dam was constructed in 1915 with a fish passage ladder, but in 1917, the fish ladder literally fell into the river, and a replacement was never constructed.

In 1960, the PUD contracted with North Pacific Consultants, an engineering firm, to study the feasibility of hydropower development on the White Salmon River. The report, entitled *Engineering Planning Report* and subsequently renamed "Base Case Scenario," described a series of six dams along the river, some with reservoirs.* If constructed, the Base Case Scenario would have substantially changed the character of the valley.

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[5] The White Salmon River drainage encompasses about 400 square miles. It extends approximately 39 miles from Mt. Adams at 12,300 feet elevation to the Columbia River at about 72 feet elevation.

Opposition to the Base Case came principally from the region's farmers who feared a restriction of their water rights, even though the proposal would have had the benefit of maximizing flood control. Also, many local citizens were opposed to any development on aesthetic and economic grounds. They feared, above all, irrevocable environmental changes and questioned the need for more power. Many of these opponents established an advocacy group, the "Friends of the White Salmon River." The group's primary purpose was to oppose any development on the White Salmon River.

The Base Case option did not proceed beyond a feasibility study until 1979, when the PUD commissioned the Bechtel Corporation to reconsider hydropower development on the White Salmon River. This time, the new feasibility study was planned to provide not only maximum power output, but also minimum environmental and social impacts and the protection of the Upper White Salmon River's Trout Lake Marsh Area as well. The original Base Case study, if implemented, would have inundated the Trout Lake Marsh.

In 1981, Bechtel completed its new feasibility study. Briefly, the Bechtel report reconsidered the 1960 Base Case Scenario in light of the aforementioned restrictions and offered less environmentally disruptive alternatives: three storage-type projects and three run-of-the-river projects. Perhaps because of their cost or degree of potential environmental harm, the three storage-type projects were never seriously considered by either the PUD or Bechtel. But the run-of-river concept, to be described below, did receive support. Bechtel's engineers preferred the third alternative (Alternative C), and this proposal became the focus of study of the pilot citizen involvement program.

Alternative C consists of a 35 foot high spill-over diversion dam, a 38 MW powerhouse, and approximately 13 miles of 9 foot diameter buried pipeline to carry the water from the dam to the powerhouse. The proposed diversion dam would be constructed in a deep canyon stretch of the river about 6 or 7 miles south from the town of Trout Lake. The dam would divert some river water into the pipeline, while the rest spilled over the dam to follow its natural course in the stream channel. The diverted water would gravity flow through the 13 miles of buried pipeline to a powerhouse located on the White Salmon River, approximately 3 miles south from the community of Husum. The pipeline would follow the natural contours of the hillside that paralleled the river, and although buried, a 13 foot wide right-of-way along the pipeline would be necessary for potential maintenance operations. Total land-use needs for Alternative C (i.e., pipeline, reservoir, and powerline right-of-way) were estimated at 250 acres. In 1981 dollars and with thirty-year, tax-exempt bonds at 12% annual interest, Bechtel estimated the project's cost to be $88 million. The average cost of power from Alternative C was estimated to be 54 mills per kwh (5.4¢/kwh).

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* In addition to the six dams, the Base Case consists of one reconstructed dam, 26 miles of open canals, siphons, penstocks, and six powerhouses. The total installed capacity of the proposed project would have been 205 MW.

PUD, Friends of the White Salmon River, and Hydropower Development

The PUD projection of power needs for the district suggested a gradual rate increase throughout the rest of the century. Given these projections and the steadily increasing cost of BPA-marketed electricity, the PUD maintained that it was in the rate-payers' interest to develop the district's own hydroelectric resources. Over the long term, it was argued, PUD ownership of a power generation facility would be economical. Also, fears that another utility might eventually obtain federal permission to study and then possibly construct a hydropower facility on the White Salmon River played a role in motivating the PUD to pursue the development of a power project on the river.

On the other hand, the Friends of the White Salmon River made known their position against any future development on the river. They stressed that hydropower development would irreparably damage the area's tourist industry (primarily white-water rafting and fishing), be incompatible with the local quality of life, disrupt existing irrigation systems through a reduction of water allocation, decrease property values, destroy unspoiled wildlife habitat, and exclude the possibility of restoring anadromous fish runs. In addition, the group questioned whether there would be a cost advantage to the district in developing a new hydropower facility.

The Pilot Citizen Involvement Program

The following description of the pilot citizen involvement program is organized around the phases of the CIP Model presented in Chapter 5. To the extent possible, all aspects of the CIP Model were included in the pilot program; however, minor adaptations were made in consideration of local conditions. The steps in the CIP Model can generally be identified, with a brief discussion of how each step was implemented.

Phase I: Foundation Development

The Washington State University (WSU) research team[*] selected three potential research sites in Washington State as possible locations in which the CIP Model could be tested. One member of the WSU research team, a senior level Ph.D. candidate in applied energy studies, served as the coordinator who was responsible for all field operations associated with testing the pilot citizen involvement program. The program coordinator contacted the relevant local government agencies in the project area and opened discussions concerning the potential contributions, problems, and local interest in working with WSU faculty and staff on a citizen involvement program. The coordinator spoke with the chair of the county Extension office to secure the support of that office, and to assess the feasibility of carrying out the proposed test and the associated research project.

In Klickitat County, the coordinator held discussions with the manager of the Public Utility District. He explained the type of citizen involvement research that Washington State University's Department of Rural Sociology had accomplished in the past, the work of the WSU Cooperative Extension's Community Development Program related to citizen involvement, the nature of the pilot citizen involvement program envisioned for Klickitat County, and how the program could be beneficial for both the PUD and residents of the County. The status of the Federal Energy Regulatory Commission (FERC) licensing process was also discussed. At the time of the coordinator's original contact with the PUD, the Bechtel report had just been completed. The report, a preliminary feasibility study, served as the first step in the FERC licensing process. Approximately a year and a half remained in the PUD's study period. In the time remaining, the PUD would have to complete a more detailed work plan and an environmental impact statement if officials intended to proceed with the project. During these initial conversations, the coordinator and the project director elicited the interest of PUD officials in turning over the responsibility for leading a citizen involvement program to WSU faculty and staff.

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[*] The WSU research team consisted of an Extension Sociologist who was a specialist in community development and citizen involvement; a member of the Department of Rural Sociology research faculty who was a specialist in environmental sociology and survey research methods; a member of the Department of Sociology faculty who was a specialist in citizen involvement research; and a graduate research assistant who was completing a Ph.D. in Applied Energy Studies. The research assistant also served as the coordinator when testing the pilot citizen involvement program.

To help legitimize the work of the WSU research team, the WSU Cooperative Extension State Leader for Community Resource Development talked with the Klickitat County Extension agents and the PUD commissioners about the citizen involvement program and emphasized his confidence in the faculty and staff who were involved. These visits not only served to legitimize the citizen involvement program; they also helped local leaders better understand the high level of commitment the University had to assuring that the program was a success.

As confidence grew that the Klickitat County site was the best available for implementing a pilot citizen involvement program based upon the CIP Model, the coordinator also talked with the Friends of the White Salmon River about the program. The group's leaders were apprehensive at first, but faith in the University's reputation for neutrality and fairness helped to assure them that the program would be objectively conducted, and that it would receive serious consideration by PUD officials as well.

Other local leaders, such as members of the Trout Lake Community Council, the Husum Community Council, and the Klickitat County Commissioners, were also contacted at this time. These officials feared that the proposed citizen involvement program could not achieve realistic goals or provide a forum through which residents with ardent feelings on both sides of the issue could openly express themselves. Yet once again, the coordinator found that faith in the University's credibility was a determining factor in securing marginal but sufficient local approval of and interest in conducting the program.

To help calm fears and establish the responsibilities of all parties potentially involved in the program, a draft memorandum of agreement was introduced. The memorandum of agreement also served to help assure that key leaders in the community who would be closely associated with the pilot program would adequately understand what was planned and the need for them to support the program.

Local service clubs and special interest groups, such as Rotary clubs, the various chambers of commerce, the Granges and other local farm organizations, and women's groups were contacted directly by the coordinator. The project director also attended key meetings to demonstrate the University's commitment to the Project. These face-to-face contacts with local residents helped to "break the ice" between the coordinator and the local public, and also helped to identify potential members of the Citizen Task Force.

In addition to the coordinator's early contacts with PUD officials, local leaders, and members of service clubs and special interest groups, he also identified and consulted with several local key informants: for example, the Director of the Klickitat County Planning Department, a former newspaper editor, the county Extension agent, and the head ranger of the Gifford Pinchot National Forest. The key informants proved to be extremely helpful in providing information about local leaders and their degree of influence, citizen attitudes toward the proposed hydro project, and subtle influences behind community values. Because of their knowledge of the county's political climate and social structure, as well as their frequent contacts with local citizens and their respectability in the community, the key informants also helped to legitimize the citizen involvement program with many local residents.

While the coordinator contacted Klickitat County leaders, groups, and organizations, a support team was being assembled at the University to provide assistance. The support team consisted of the Project Director (a WSU Extension Sociologist); a WSU Extension Community Development Consultant; one of the WSU researchers responsible for the project; two WSU graduate students with training in environmental science, rural sociology, impact assessment, and land-use planning; and an undergraduate student at WSU majoring in communications who was a resident of Klickitat County and who had worked for a local newspaper as a reporter.

At the close of the coordinator's initial contacts with Klickitat County leaders and other citizens, a press release and a public opinion survey were prepared and distributed. The press release discussed the coordinator's initial contacts, and the potential benefits of a public involvement program. The results of the public opinion survey (which also served as the pretest described above) were used to gauge local public attitudes about the proposed hydropower project in particular and attitudes toward energy development in general.

Phase II: Program Organization

During the coordinator's initial meetings with PUD officials and community leaders, the purpose, potential membership, objectives, and leadership for the citizen involvement program concerning the proposed hydropower development were discussed. When it was determined that sufficient local support for a citizen involvement program in Klickitat County had been obtained, the coordinator then proceeded to identify potential Task Force members. Every effort was made to assure that members of the Citizen Task Force would be as representative as possible of different social, cultural, economic, political, and special interest groups in the county. The Task Force also needed to have people who represent relevant geographic areas in the county, as well as those representative of groups that held differing attitudes toward the proposed hydropower project.

The coordinator asked the chief officer of each government body and local organization that was originally contacted to recommend individuals who would both represent the interests of their group, and be willing to make the necessary time commitments to serve on the Task Force. County Extension personnel also suggested specific individuals who, in their estimation, were key community leaders. Phone calls and face-to-face meetings were held with each potential Task Force member.[8]

During these discussions, the coordinator stressed the need for and benefits of a citizen involvement program concerning the proposed White River Salmon River hydropower project. Program activities were also discussed, not in a definitive manner, but rather as a proposed course of action subject to revision by the Task Force. Finally, the need for and usefulness of a memorandum of agreement was discussed as a measure to insure fairness, to establish commitments of all major parties, and to clarify the responsibilities of people participating on the Task Force.

The first citizen task force meeting. After contacting members of the Citizen Task Force, the coordinator organized its first meeting. Press releases about the program and the Task Force organizational meeting were distributed to all County newspapers. The press release encouraged everyone who was interested to attend and participate. The meeting was held in a community grade school library shortly after dinner time on a weeknight. In addition to the Task Force members, the WSU research staff, PUD representatives (a public relations specialist and the general manager), representatives of the county Extension office and other interested individuals attended the first meeting.

The meeting opened with the coordinator's introduction of the WSU support team, and representatives of the PUD introduced themselves as well. The coordinator then called on the citizens present to state their name and the location of their place of residence, to give a brief summary of their perception of the major issues and concerns surrounding the proposed hydropower development, and to identify what objectives they felt should be established for the citizen involvement program. Using visible writing boards, WSU staff members obviously recorded the key points. The staff also prepared a typed summary of the meeting and circulated it to Task Force members and other interested parties. The summary statements of major issues and concerns, as viewed by local citizens, later served to identify the topical areas to be studied by working groups that would be the research arm of the Task Force.

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[8] It is worth stressing, at this point, the immense benefits realized from personal, face-to-face contacts with people who should be serving on the Task Force. The personal approach was often the deciding factor in an individual's decision to participate.

After the issues were identified during the first meeting, faculty on the research team presented a mini-seminar on the basic features of the CIP Model and the principles upon which it is based. The Steering Committee would serve as an administrative body and guide Task Force activities. The meeting closed with the Task Force selecting members of an ad hoc planning committee and setting a date for the next meeting.

Before the next meeting of the Task Force, the ad hoc planning committee was convened to consider the composition and responsibilities of the Steering Committee, to identify topics to be addressed, and to decide on the number of working groups. Also, before the next meeting, the coordinator and the public information coordinator (an area resident who had worked as a reporter for a local newspaper before becoming a full-time WSU student) prepared and distributed a press release briefly describing the first meeting of the Task Force and soliciting further citizen participation in the program.

The second citizen task force meeting. Shortly after the first Task Force meeting, the ad hoc planning committee met, and with guidance from the coordinator, conducted the necessary business for accomplishing its objectives. A week before the second Task Force meeting a "reminder" letter was sent to each Task Force member, and a few days before the next meeting, each member was called as well. Approximately fifty citizens participated in the second Task Force meeting.

The meeting opened with a presentation that summarized the first meeting's activities and briefly reported on the major issues and concerns surrounding the proposed hydropower development, as identified by the Task Force members. Members of the planning committee led the discussion. The issues were categorized into four areas: (1) possible environmental and social impacts from Alternative C, the run-of-the-river proposal favored by Bechtel's engineers; (2) the other hydropower projects considered (Alternatives A and B), and the relationship between Bonneville Power Administration and the PUD (advantages and disadvantages of continuing as a buyer of BPA power or becoming independent); (3) the economic advantages and disadvantages of Alternative C; and (4) alternatives to the proposed project. Further discussion revealed that these were the major issues of concern to most people attending the meeting. It was therefore agreed upon that four working groups should be created to investigate these issue areas.

The Task Force members were also informed about their responsibilities to prepare a detailed written report concerning the general topic areas researched, and to serve on one of the working groups. Each working group would fully study their subject areas. The group was also advised that membership on a particular working group was voluntary. Although members of the working groups would initially be Task Force members, participation from other County residents was encouraged. The same date, time, and location was decided on for the first meeting of all working groups so that a Task Force member, if he or she desired, could change membership from one working group to another. Task Force members then went to separate locations of the room designated for meetings of each working group.

The nature and composition of the Steering Committee was then determined. It was originally suggested that there be equal representation on the Committee from the western, central, and eastern parts of the County. However, some Task Force members from the western part of the County argued that, because the proposed project would directly affect their area, the Steering Committee membership should be weighted in their favor. This reasoning was acceptable to the Task Force, and five of the nine Steering Committee members were selected from western Klickitat County.

Steering Committee responsibilities were also restated. The Steering Committee was to review each working group report and combine the reports into a final task force report, determine specific public information and public involvement activities, and act as a liaison between the Task Force and the PUD. As to the working reports, the Steering Committee was empowered by the Task Force to make any necessary editing that would ensure a "flow" to the final report, but the Steering Committee could not make substantive changes. If the Steering Committee had questions of substance regarding a working group's report, a procedure would be established for the Steering Committee to send the report back to the working group for clarification.

At the close of the second Task Force meeting, members of each working group met separately to discuss potential topics for investigation. One member of the WSU staff was assigned to each working group. By participating in these meetings, the staff gained a sense of each working group's concerns and prepared a written record of the major points identified.

The first steering committee meeting. One week after the second Task Force meeting, the Steering Committee met, at the request of the majority, in the town of White Salmon. The meeting room chosen was air-conditioned, because the previous meeting was in a very hot environment that taxed the attention span of everyone who attended. Comfort during meetings was an important consideration.

The Steering Committee discussed three program features: public information, working group assignments, and the memorandum of agreement. To most effectively publicize the program's events and elicit maximum public involvement, the Steering Committee decided that there should be as much radio, press, and television coverage as possible. The public information coordinator was instructed to contact all local radio and television stations and arrange for talk-show interviews with Task Force members throughout the program. The Steering Committee also requested that a brochure about the citizen involvement program and Alternative C be prepared and distributed throughout the County. The brochure was to describe Alternative C (its cost, expected power output, major features and the geographic a location of each major component), the purpose of the citizen involvement program, and to list the project coordinator's name, local address and telephone number. Several Steering Committee members were chosen to review the draft brochure that the support team prepared.

In an effort to further inform the public and members of the Citizen Task Force about Alternative C, the Steering Committee requested that the support team organize three major activities:

- A field trip to the proposed dam, pipeline, and powerhouse sites.
- A series of public workshops about the proposal.
- A "Speakers Day" that would serve as a public meeting where experts on hydropower engineering, energy development, social and environmental impact assessment, and fisheries could comment on the proposed development and field questions from the public.

The specifics of a memorandum of agreement among the Task Force, PUD, and the coordinator (on behalf of the WSU staff associated with the project) were then discussed. The memorandum of agreement was a statement of responsibilities of all major groups and key individuals associated with the program. Those responsibilities included the following:

- The Task Force was to produce a report (based upon the findings of the working groups) that outlined the key issues surrounding Alternative C.

- The PUD would, where possible, provide financial and technical support for activities of the citizen involvement program.
- The coordinator and WSU support team would help organize and implement all activities associated with the program.

The memorandum of agreement also stated that the PUD would withhold any further work on Alternative C until the Task Force report was completed, and that the PUD Commissioners would respond formally to the findings contained in the report. As to the final report's content, the Steering Committee recognized that it was not advisable for them to recommend acceptance or denial of the proposed project. Rather, the final report should summarize the issues surrounding Alternative C and provide PUD officials with an assessment of local views toward the proposed project in general. A statement to this effect was contained in the memorandum of agreement. (See Item 12 in Appendix A.)

Phase III: Program Implementation

Informing the public. After the second Steering Committee meeting, another press release was distributed to local newspapers. It described the Steering Committee's deliberations and the public involvement activities planned for the future. Shortly thereafter, the coordinator and several Steering Committee members participated in a local radio talk show.

The working group meetings. Prior to the first meeting of the working groups, the WSU staff assembled preliminary study materials related to each topic. For example, materials for each working group included specific chapters from the *Bechtel Report* concerned with the potential environmental and social impacts of Alternative C; a Washington State Department of Fisheries report on White Salmon River fisheries; pertinent sections of the Klickitat County Land-Use and Shorelines Master Plans; pertinent statistics concerning housing, employment, social, and municipal services; and population projection data. Working group materials dealt with the specifics of Alternatives A, B, and C and included relevant BPA documents.

Throughout the program, working groups three and four met together because their topics were often interrelated. The coordinator conducted these working group meetings because of his particular expertise. It should be noted that after working with the combined groups, the coordinator concluded that the most manageable number in such a group would be about ten to fifteen people. When the twenty to thirty members of the merged working groups attended the same meetings, fruitful discussion was often encumbered because of the large number of participants.

The organization of each working group, as well as the number and location of meetings, was determined by the members. The support staff served to obtain as much current information as possible on the topics under review and to "lead" the members toward their goal of identifying the key issues and major concerns of local residents. Supplemental information provided to the working groups included published technical documents, the results of phone calls to professionals, PUD documents, and the results of interviews with potentially affected county residents.

A technique that proved helpful in retaining continuity throughout the working group meetings was for the staff to regularly summarize the results of group discussions and to report on findings. Type-written summaries of each meeting were also sent to all working group members, along with a notice of the time and place of upcoming meetings. Phone calls to each member were always made a few days before a meeting to coordinate transportation and ensure participation.

Often, working group members would request information that was either unknown or subject to personal opinion or, at best, conjecture. Under these circumstances, it was incumbent upon the coordinator or support team members to stress the limitations of the information but still to make every attempt to provide a spectrum of informed opinions on the matter.

Only three months separated the time between formation of the working groups and the presentation of their reports to the Steering Committee. Such a short time frame often taxed abilities to adequately understand technical information. In addition, many members suggested that a longer time frame would have provided the opportunity, as one individual stated, to "sit on all this information for a while . . . let it simmer . . . and then decide."

Throughout the working group meetings, the staff took notes on the findings of each group. The staff drafted reports on this basis, disseminated the draft documents to members, and in subsequent meetings, revised and clarified the drafts. Proper wording became critical, so that no appearance of bias entered into the reports. The support team was constantly aware of the potential for misinterpretation from the slightest nuance of meaning.

Two other important caveats about working groups should be mentioned. One concerns the situation that arises when a new person joins a group well into its work and some members feel that the group is held back because it must go over the material again that had already been considered.

Another is the "stacked deck" phenomena. During the final resolution of critical wording in a report, certain individuals invited equally-minded acquaintances to the meetings. The result was a sudden new majority of vocal participants. Not having participated in the working group's previous discussions, the arguments of the new attendees were often founded on emotion—deeply felt beliefs to be sure, but beyond the purposes of the report. Staff members were forced to handle these situations fairly and firmly, recognizing that either the members of the group or the newcomers could be alienated from further participation unless the situation was corrected.

Special Public Information Activities:

The field trip and speakers day. At the Steering Committee's request, a field trip to the site proposed for the hydropower project was organized early in the working group process. The staff member responsible for public information notified local newspapers, and the staff encouraged members of the working groups, their friends, and family to participate. The PUD's acting manager was asked to come along to answer questions. As many field trip participants freely admitted, although they had lived within the county for a long time (many for their entire lives), they had not physically viewed the proposed construction site. In a few cases, some participants admitted having prior misconceptions of what the project actually entailed and of the degree of potential environmental disruption. Because of the field trip, subsequent working group discussions about specific project features were made in a more informed manner.

Midway through the meetings of the working groups, the "Speakers Day" was held in a large public hall in the town of White Salmon. The event was designed to provide an opportunity for professionals with specific knowledge about the issues of concern to present pertinent information and to be available to answer questions. The resource people included several Bechtel engineers and environmental planners, the Director of the Washington State Department of Fisheries anadromous fish group, a BPA energy specialist, the energy planner from the Oregon Council of Governments, a WSU scientist specializing in the social impacts of large-scale energy development projects, a WSU specialist in environmental impact assessment and ecology, and a hydropower specialist with the Washington State Energy Office. Each speaker gave a 30 minute talk relating his or her specialized information to Alternative C, after which the public had an opportunity to raise questions and seek clarification of information. Each speaker's presentation, and some of the audience questions, were videotaped and later shown to Task Force members who were absent that day.

Prior to the Speakers Day, the staff created a flier to publicize the event and distributed it throughout the county. The fliers appeared in grocery stores, schools, taverns, and public libraries. Members of the working groups distributed fliers to as many individuals as possible. Perhaps because the event was held on a beautiful warm Saturday, the turnout was rather sparse. Nevertheless, all members of the working groups and other citizens in attendance commented afterward that the event was very informative. Indeed, those members of the working groups who did attend, demonstrated greater and more informed leadership roles in group discussions thereafter.

The public forum. Once the four working groups had prepared agreed-upon draft copies of their reports, the coordinator organized a public forum to provide an opportunity for each working group to present the substance of its report to the general public, and to receive questions and comments. The forum was attended by all members of the Citizen Task Force, the PUD Commissioners and other PUD personnel, Klickitat County Cooperative Extension agents, WSU researchers associated with the citizen involvement program, and other interested citizens. As with all other major program events, letters to major program participants, telephone calls to selected local leaders, and articles in all local newspapers were used to promote the event.

The coordinator opened the meeting by briefly reviewing the entire program's activities, the role of the forum in the citizen involvement process, and the remaining tasks. Then two members from each working group described the main points of their group's report, and questions from the audience were fielded. Although PUD representatives were in attendance, it had been agreed previously that they would withhold comment until the final report had been distributed throughout the county.

The audience remained relatively quiet throughout each presentation. The few questions that were asked tended to deal mostly with interpretations of key phrases. Wording turned out to be critical, because while the working groups desired to make specific recommendations, they did not want their reports to take a position in favor or against the proposed project. To deal with some of the more volatile issues, the reports acknowledged different citizen perspectives and included statements representing both sides of an issue.

Compilation of the separate working group reports into the final report. A week after the forum, the coordinator, and other field staff on the support team, met with the Steering Committee to begin the process of reviewing each working group's report and compiling a final document. Wording of key phrases became a major issue with the Steering Committee members just as it had with members of the working groups. However, since the Steering Committee was not empowered to change the substance of the reports, it was stressed by the coordinator that controversy over interpretations could only be resolved by the relevant working group. Significant controversy did not occur, and the Steering Committee approved the draft reports with only minor changes. The Steering Committee determined that a "Concluding Remarks" section was needed to summarize the report, and state some overall points of agreement and general concern. A "Steering Committee's Concluding Remarks" section was drafted by the staff and later approved by the full Committee.

Disseminating the final report and presenting it to the PUD Commissioners. A method of distribution for the final report was also determined by the Steering Committee and the coordinator. They determined that copies of the report should be sent to all members of the Citizen Task Force, PUD personnel, the county Extension office, county government bodies, public libraries, newspapers, and to all local organizations and community groups identified at the beginning of the program. The Steering Committee requested a meeting with the PUD Commissioners prior to their formal response to the report because they felt that a face-to-face meeting might help to clarify any points in question. Since their only prior contact with the PUD Commissioners had been casual, and on an informal basis, the Steering Committee felt that such a meeting would help both parties become better acquainted. A third reason for the meeting was to allow Steering Committee members to emphasize their desire to continue the citizen involvement program until a decision was reached about whether or not to site the proposed hydropower project. Members of the Steering Committee liked the example set by the Citizen Task Force, and they offered to form a nucleus for a more permanent citizen involvement program, with continuing resource assistance from the University.

On approximately the same date as the meeting between members of the Steering Committee and the PUD Commissioners, a completely unanticipated problem occurred regarding the final report. A reporter from a regional newspaper (all local and regional papers had been provided a copy of the final report, along with a press release prepared by the coordinator and the public information coordinator) published an account of the Task Force's final report that inaccurately interpreted the key points. In the report, the Task Force stressed that several citizen questions should be thoroughly answered by the PUD before any further action was taken on the proposal. But the reporter stated, that as long as the proposed project was economically sound and financing could be obtained, the citizens generally approved of the development proposal.

Unfortunately, many residents from the west end of the county, the area of potential impact, became outraged by the article, and assumed that they had been deceived by the citizen involvement program. The Steering Committee members from the east end of the county likewise took offense to the article, and they made it clear to other Steering Committee members and the PUD Commissioners that the reporter's interpretation of the final report was incorrect. Needless to say, the reporter's error caused a lot of temporary hard feelings, and the problem was overcome only after a substantial amount of work on the part of the staff and several Steering Committee members.

A few weeks after the meeting between members of the Steering Committee and the PUD Commissioners, the PUD Commissioners sent a formal response to the final report, via letter, to all Task Force members. The response was polite, but the Commissioners' major point of contention with the report focused on what they perceived as an overall negative attitude toward Alternative C.

Having received the PUD's response, the Steering Committee met once again. Given the PUD's attitude toward the report, and the reporter's inaccurate interpretation which was still creating problems, the Steering Committee decided that a "supplemental statement" to the report was necessary. The supplemental statement made two key points: 1) by a vote of nine to three the Steering Committee recommended that, based on public sentiment, the PUD should not spend any further funds on project development; and 2) the PUD Commissioners should reevaluate their response to the Task Force report, taking into consideration the diverse public attitudes and values surrounding the proposed project.

A draft of the supplemental statement was distributed to all Task Force members with a request that they send written comments concerning the statement, the PUD's response to the final report, and the citizen involvement program in general, to the Steering Committee. All comments received were attached to the final draft of the supplemental statement, and that statement was mailed to everyone who had earlier received a copy of the final report.

Problems that were encountered within the Steering Committee near the end of the citizen involvement program emphasize the importance that the group conducting the program not take a position on approval or disapproval when there are differences of opinion among group members. Without a substantial amount of conflict management on the part of the program coordinator, the Steering Committee would have been unable to function as a group or to give leadership to the process of presenting a credible report to the PUD Commissioners.

Phase IV: Decision-making

In the months that followed receipt of the Task Force report, the PUD Commissioners continued their efforts to retain the option of developing a hydroelectric power generating facility on the White Salmon River. However, because of a large surplus of electric power in the Pacific Northwest, a decision about whether to proceed with the proposed project was never made.

Major Lessons Learned

The program coordinator should devote full-time to providing professional leadership to the activities associated with a citizen involvement program.

Depending upon the scope of the development project being proposed, the coordinator will need a professional support team consisting of one or more persons serving either part- or full-time.

The primary professional skills of the coordinator should be in the areas of human relations, group processes (to include conflict management), community action, adult education or community resource analysis. Having knowledge related to the substance of the proposal and related legislation would be helpful, but it is not a necessary qualification.

The support team should consist of a group of professionals whose skills and knowledge are complementary and supplementary to those of the coordinator. In addition to the areas of expertise listed for the coordinator, it is important to have a person who can prepare news releases and coordinate the public information program. It would also be helpful to have a person who is familiar with the substance of the proposal and related legislation. For our purposes, the state land-grant university had the necessary resource people within its Cooperative Extension program and research units to do a major part of the job. The linkage to local leaders and citizens through the county Extension agents was essential. The county Extension office did not have sufficient resources to provide the program with a professional coordinator, so that resource person and three members of his support team, were hired by the University.

It is imperative that the coordinator and members of the support team come from a "neutral" agency or organization with regard to the substance of the proposal, and that they are recognized by all program participants as being inherently objective.

The coordinator and members of the support team should always use a consultive approach when working with citizen leaders on program development and implementation activities.

It is essential to devote the necessary up-front time to analyzing the local power structure, identifying relevant local leaders, and legitimizing the citizen involvement program with key parties who have an interest in the outcome of major decisions.

Once the program has been legitimized, extensive time must be devoted to soliciting public interest in, and support for, the citizen involvement program.

The memorandum of agreement is an extremely effective device for establishing up-front commitments of financial assistance and other resources, as well as for describing essential program features and the roles and responsibilities of key participants. The memorandum of agreement plays a major role in legitimizing the citizen involvement program with the general public and with leaders of citizens groups that have an interest in the proposal.

As part of the memorandum of agreement, the important question of financial assistance and other resource commitments necessary for the citizen involvement program should be specified.

A realistic time frame must be established for successfully conducting the citizen involvement program. The three months devoted to the citizen-led research work in Klickitat County was much too short for people to consider adequately the issues and develop at least a modest level of understanding before writing up their findings.

The use of a highly personalized approach by the coordinator and members of the support team is critical to the success of the program. Time devoted to meeting informally with relevant leaders, task force members and other interested citizens, and paying attention to such details as personally calling task force members before meetings to coordinate rides is extremely worthwhile.

Citizen time must be used efficiently and citizens giving time to the program must always feel that they are performing a valuable service.

A diversified public information program is very important for communicating with the general public and target audiences. Depending upon the scope of the subject proposal, this work requires part- or full-time attention by at least one member of the support team.

Professional assistance with the research and related activities of each working group is very important. Depending upon the nature of the meeting, group process skills and/or expertise in subjects related to the substance of the proposal under consideration will be needed to varying degrees.

Guidelines should be established about the composition of working groups and deadlines for becoming a member.

Local key informants were an essential determinant of program success. Key informants helped to identify relevant leaders, potential problems, and local resources. They served as informal advisors to the program coordinator both before and during the program.

Every effort must be made to encourage the support of government officials (both elective and appointive) within all relevant units of government.

Word-of-mouth communication was very important. Everyone working on the citizen involvement program must be encouraged constantly to discuss the program and their activities with friends, co-workers, and members of the groups and organizations to which they belong.

Citizens can become highly informed about complex public issues if given the time, information, and assistance necessary for developing at least a basic level of understanding. We found that citizens who were not educated about the technical subjects that related to the proposed development project became sufficiently informed to enter into meaningful dialogue with experts and public officials about the issues of concern.

It is very important to provide training in group-process subjects, such as conflict management and how to run an effective meeting, to members of the citizen task force. The citizen leaders working with us were very busy, and when they considered all of the work necessary for research and becoming educated about the issues, as well as producing a report, they resisted devoting more time to training in group-process subjects. This resulted in some problems, and we almost lost a key element of citizen support for the final report, when a citizen leader was caught up in a situation of substantial conflict within the group he was representing.

Finally, we found that many key people—particularly the engineers and officers of the agency initiating the hydro proposal and the leaders of local groups that already supported or opposed the proposal—frequently did not realize the important benefits that could be derived from a well-organized citizen involvement program. The outcome of the decision and other related technical matters took precedence over how to involve citizens effectively, although most people believed that such involvement was important.

An activity of the type proposed here is at the heart of democracy. It can help provide data essential for decision-making that might have otherwise been overlooked, and it can create informed collaboration among leaders and residents in the area of potential impact—that is essential for maintaining a high quality of life, regardless of whether a proposed project is approved or denied by the appropriate decision-making body. Members of the pilot program's Task Force who were highly involved and the WSU staff became acutely aware of these benefits, and that awareness is reflected in the program evaluation study reported in the next chapter.

Chapter 7

An Evaluation of the Pilot Citizen Involvement Program[9]

To evaluate the pilot citizen involvement program we used multiple methods. Our intent in conducting the evaluation study was not to provide a definitive test of the pilot program; rather, we wanted to gain insight into the effects of an intensive citizen involvement program and ways that the CIP Model could be improved.

Three methods were used to collect data for the evaluation study.[10] First, through mail surveys, information pertinent to assessing of the effects of the pilot program was collected from residents of the treatment county both before and after conducting the pilot program, and similar information was collected at the same time from residents of the control county. Second, a post-program mail survey was used to collect data regarding the effectiveness of the pilot program from the perspective of adult residents of the treatment county. Finally, the mail survey data were supplemented by a post-program telephone survey of members of the Citizen Task Force who were responsible for conducting the pilot program, asking for their evaluation of its effectiveness. In this Chapter we describe the methods used to evaluate the pilot program, and present the results of the evaluation studies.

Program Evaluation Methods

Campbell and Stanley's (1963) Nonequivalent Control Group Design provided the research model that was used in designing the outcome evaluation study. This design provides a rigorous means of evaluating whether the intended outcomes of a program were attained when the persons involved in the study cannot be randomly assigned to treatment and control groups.[11] As described in Chapter 6, Klickitat County served as the setting for implementation of the pilot program; Skamania County was the comparison setting.

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[10] In this Chapter we only report on the outcome evaluation study. A process evaluation was also conducted during the period in which the pilot citizen involvement program was being tested. The process evaluation data were used to determine how effectively the work was progressing and any adjustments that were needed.

Pre-program or pre-test data on the variables used to assess the effects of the pilot program were collected using Dillman's (1978) Total Design Method applied to mail surveys, with an initial mailout on June 14, 1982, to a representative sample of adult residents in each county. The pre-test surveys are designated 01 and 02 in Figure 1. The experimental treatment (X)—the WSU-initiated citizen involvement program conducted in Klickitat County—began on June 14, 1982, with an initial press release that announced the citizen involvement program and explained the purpose of the survey. The pilot program was completed in mid-February, 1983, with a newspaper article announcing the recommendations contained in the final report submitted to officials of the Klickitat County Public Utility District (PUD) by the Citizen Task Force. Post-treatment data on the criterion variables, as well as self-assessment data on other measures of program effectiveness, were also collected utilizing the Total Design Method, and the follow-up survey instrument or post-test was mailed out on February 22, 1983. The broken line in Figure 2 indicates that subjects were not randomly assigned to treatment and control groups.

Setting	Time$_1$		Time$_2$
Klickitat County	0_1	X	0_3
Skamania County	0_2		0_4

0 = Observation or survey data collection, X = Experimental treatment or pilot citizen involvement program.

Figure 2. Nonequivalent Control Group Design

A sample of households in each county was systematically drawn from local telephone directories, and questionnaires were mailed to each household. In an effort to obtain a higher proportion of female respondents than is typically elicited in heads-of-household surveys, one-half of the cover letters (every second one) requested that the questionnaire be completed by an adult female, if one was present in the household. The other half of the cover letters asked that the questionnaire be completed by an adult male if one was present. If an adult of the appropriate sex was not present, the addressee was requested to complete the questionnaire.

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[11] The Nonequivalent Control Group Design controls for most threats to the validity of the data used to evaluate programs of this type. The reader who is interested in knowing more about threats to the validity of research of this type, and how they are controlled through the Nonequivalent Control Group Design, is referred to Campbell and Stanley (1963), pages 5 and 6 and pages 47 through 50.

The data collection process for both the pre-test and the post-test involved four steps:

An initial mailout which included a personalized letter, questionnaire, and a postage-paid, return-addressed envelope.

A postcard follow-up sent to all persons in the sample one week after the initial mailout.

A follow-up personalized letter with replacement questionnaire sent two weeks after the postcard to all nonrespondents.

A second personalized follow-up letter with replacement questionnaire sent to all nonrespondents six weeks after the initial mailing.

The final mailing was preceded by a phone call to each nonrespondent, to further inform them about the importance of the program evaluation study and the need to reply to ensure its success.

The pre-test mail surveys yielded response rates of 67 percent (N = 353) in Klickitat County and 64 percent (N = 227) in Skamania County. The post-test surveys of the same persons who responded to the pre-test yielded 250 usable questionnaires in Klickitat County and 168 in Skamania, for response rates of 71 and 74 percent respectively.

The pre-test and post-test mail surveys were used to collect information concerning the extent to which residents of each county were informed about the hydro project being proposed by their PUD Commissioners, and their attitudes toward the proposal. Similar questions were asked in both the Klickitat and Skamania surveys, but the questions referred to the features of the specific hydro proposal as appropriate. The questionnaire also obtained data about the demographic characteristics of the respondents. The post-test mail survey administered in Klickitat County also served as a means of collecting data useful for assessing whether county residents participated in various aspects of the pilot program, whether they were exposed to different sources of information about the proposal that were presented through the program, and their assessment of the program's effectiveness in informing residents about the proposal and helping residents express their views about it.

Shortly after completing the pilot program, all members of the Citizen Task Force were interviewed by telephone to obtain their views about the program and its effectiveness, as well as about the quality of the help provided by the Washington State University faculty and staff working on the project. These interviews were made in two phases. The first phase consisted of interviewing the Steering Committee members. This Committee originally consisted of thirteen persons. One person resigned when he became manager of the Public Utility District which had proposed the development project. This left twelve members, of which eleven could be reached for the telephone in-terview. These interviews were conducted during May, 1983, by one of the co-principal investigators of the project.

A telephone survey of the 54 Task Force members who did not serve on the Steering Committee was conducted between June 14 and June 29, 1983, by staff of the WSU Social Research Center's Public Opinion Laboratory. Thirty-five interviews were completed, for a response rate of 66 percent. Nonresponse resulted for several reasons: three persons moved, one died, ten could not be reached and four were unavailable.

The Results

Presentation of the results of the evaluation study is organized around the three types of data collected: The pre-test and post-test mail survey data collected from the samples of adult residents of Klickitat and Skamania counties; The telephone survey data collected from all members of the Citizen Task Force; and the post-program assessment data collected through the post-test mail survey.

The Pre-Test and Post-Test Mail Survey

Through the pre-test and post-test surveys, we collected data on knowledge about and attitudes toward the hydroelectric projects being proposed in each county. The referent for the Klickitat respondents was the project being proposed by their PUD Commissioners, and the referent for the Skamania respondents was the project being proposed by their PUD Commissioners.

Knowledge. Based on the assumption that people in the treatment setting who had little or no exposure to the pilot citizen involvement program would be the least likely to show any changes in their knowledge about the proposed hydroelectric project, we divided the Klickitat County respondents into two categories: "participants," those who took part to some degree in the citizen involvement program, and "nonparticipants," those who reported no participation. Respondents were classified as participants if they answered "yes" to one or more of the items listed on the post-test questionnaire describing ways in which people could have participated in the citizen involvement program. These items ranged from expressing one's views to a member of the Citizen Task Force, to actually serving on the Task Force. Respondents in the comparison setting were not divided into these categories since there was no program under our direction in which they could have participated.

We expected that the general public in the treatment setting (Klickitat)—at least the program participants—would become more informed about the hydroelectric generating facility being proposed in that county than would the residents of the comparison setting (Skamania) about the facility being proposed in their county, where our very intensive approach to citizen involvement was not applied. To measure changes in knowledge about each proposal, three questions were used in both the pre-test and post-test surveys. The questions used pertained to the general character of the proposed project; the capital cost of it; and the expected cost of electricity to be produced by the proposed project, relative to that generated by a nuclear power facility. For each group, the total number of correct answers to the three questions, divided by the number of respondents in the group, was used to calculate the mean response at the time of the pre-test and the post-test. Greater increases from pre-test to post-test in mean gain scores on the composite measure of knowledge for respondents in the treatment setting (divided into participants and nonparticipants in the pilot program) relative to those for respondents in the comparison setting, was the criterion used for evaluating the effectiveness of the pilot program.

As shown in Table 1, at the time of the pre-test, respondents in the control group were clearly more informed about the project being proposed in their county than were respondents in Klickitat County about the project being proposed by their PUD officials. This further supports our observation that a considerably more intensive citizen involvement program had been conducted by the Skamania PUD than by the Klickitat PUD prior to our implementation of the pilot program in the latter county. One clear measure of this difference in activity was that in Skamania the PUD officials had prepared and circulated a brochure about their proposal before we began our work on the pilot program. As noted in Chapter 6, a similar brochure was prepared and circulated in Klickitat County only as part of the pilot program. Although it would have been ideal for measurement purposes to find that all groups were at the same level on the knowledge variable at the time of the pre-test (cf. Campbell and Stanley, 1963:47-48), we believe that this finding, and our observation that an intensive citizen involvement program was continued in Skamania County throughout the measurement

Table 1. Levels of Knowledge About the Proposed Hydroelectric Project

	Number of correct answers					
County and Participation Status	0	1	2	3	Mean Response	Standard Deviation
	%	%	%	%		
Skamania						
Total (N = 102)						
Pre-test	41.2	47.1	11.8	0.0	.71	.67
Post-test	35.3	49.0	12.7	2.9	.83	.76
Change	-5.9	+1.9	+0.9	+2.9	+.12	
Klickitat						
Total (N = 168)						
Pre-test	73.8	19.0	6.5	0.6	.34	.63
Post-test	68.5	23.2	6.0	2.4	.42	.71
Change	-5.3	+4.2	-0.5	+1.8	+.08	
Klickitat						
Participants (N = 58)						
Pre-test	65.5	20.7	12.1	1.7	.50	.78
Post-test	53.4	29.3	10.3	6.9	.71	.92
Change	-12.1	+8.6	-1.8	+5.2	+.21	
Klickitat						
Non-participants (N = 110)						
Pre-test	78.2	18.2	3.6	0.0	.25	.51
Post-test	76.4	20.0	3.6	0.0	.27	.52
Change	-1.8	+1.8	0.0	0.0	+.02	

period, suggests that Skamania provided good comparative data for a highly rigorous outcome evaluation study.

The data in Table 1 show that, on the average, knowledge about each proposed project increased somewhat in both counties, but more so in Skamania (+.12) than in Klickitat (+.08). However, when we compare the participant group in Klickitat County with the Skamania respondents, we see that they showed nearly twice the increase in mean gain scores (+.21) as that registered for the Skamania respondents. In Klickitat County, virtually all of the knowledge increase occurred among participants in the pilot program. Thus, participation in the pilot program apparently made local residents more aware of the hydro project being proposed by their PUD Commissioners, while the residents who did not participate remained at about the same level of knowledge about the proposal as they had before the pilot program.

The reader is asked to recall that to be classified as a participant in the pilot program, a respondent must have at least talked with a member of the Task Force about the proposed hydroelectric project. The above finding suggests that if people are to attain even a basic level of knowledge about a development project, the citizen involvement program must go beyond approaches that primarily rely on media campaigns, and should provide opportunities for residents of the area of possible impact to discuss the proposal with citizen leaders and professionals who are well informed about it. Providing opportunities for citizens and professionals to have informed dialogue during the process of developing their views about a proposed project is at the heart of the pilot program.

It should also be noted that only 58 of the 168 Klickitat respondents in Table 1 (or 35 percent) were defined as participants in the pilot program. The fact that only about one-third of the residents of an area where a very intensive citizen involvement program was being undertaken actually participated in the program in any way, underlines the importance of using an intensive approach for involving citizens. This led us to believe that the modest efforts to involve citizens in the typical citizen involvement program are unlikely to produce a significant level of participation.

Attitudes. As stressed in Chapter 5, people giving professional leadership to a citizen involvement program should always maintain their neutrality on the subject proposal; therefore, we did not intend to influence public attitudes toward the proposed hydro project in the treatment setting. However, through the pre-test and post-test mail surveys we obtained information about the extent of public opposition to, or support for, each of the proposed projects as a means of assessing whether an intensive public involvement program would have an influence on attitudes of the general public toward a proposed major development project.

To measure attitudes toward the proposed hydro project in each county, respondents were asked the extent to which they favored or opposed the project being their PUD Commissioners proposed. Mean response scores were calculated by assigning a numeric value to the response categories: strongly favor = 5; mildly favor = 4; neutral/unsure = 3; mildly oppose = 2; and strongly oppose = 1.

Table 2 shows the extent of support for, or opposition to, the proposed hydroelectric project in each county at the time of the pre-test and the post-test and the changes that occurred in each level of this attitude variable.[12] It should first be noted that by

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[12] N's will vary somewhat from those shown in Table 1 because of differences in nonresponse to different questions or other missing data causes.

Table 2. Attitudes Expressed Toward the Proposed Hydroelectric Project

County and Participation Status	Attitude					Mean Response	Standard Deviation
	Strongly Favor (5)*	Mildly Favor (4)*	Neutral/ Unsure (3)*	Mildly Oppose (2)*	Strongly Oppose (1)*		
	%	%	%	%	%		
Skamania							
Total (N = 100)							
Pre-test	23.0	28.0	26.0	6.0	17.0	2.34	1.36
Post-test	18.0	23.0	25.0	12.0	22.0	2.03	1.40
Change	-5.0	-5.0	-1.0	+6.0	+5.0	-0.31	
Klickitat							
Total (N = 162)							
Pre-test	21.6	14.8	26.5	13.6	23.5	1.98	1.45
Post-test	17.3	19.8	23.5	13.0	26.5	1.88	1.44
Change	-4.3	+5.0	-3.0	-0.6	+3.0	-0.10	
Klickitat							
Participants (N = 58)							
Pre-test	22.4	12.1	22.4	15.5	27.6	1.86	1.52
Post-test	27.6	13.8	15.5	12.1	31.0	1.95	1.63
Change	+5.2	+1.7	-6.9	-3.4	+3.4	+0.09	
Klickitat							
Non-participants (N = 104)							
Pre-test	21.2	16.3	28.8	12.5	21.2	2.04	1.41
Post-test	11.5	23.1	27.9	13.5	24.0	1.85	1.33
Change	-9.7	+6.8	0.9	+1.0	+2.8	-0.19	

* Numbers used when calculating mean scores.

adding the percentages on the favor and oppose sides of the measure for the respondents as total groups in both counties, we see that just over 50 percent of the respondents in Skamania favored the project being proposed by their PUD Commissioners at the time of the pre-test, while only 23 percent opposed it. In contrast, in Klickitat County the respondents were almost equally divided, with 36 percent in favor and 37 percent opposed to the project. Twenty-seven percent of the Klickitat County respondents and 26 percent of the Skamania respondents were neutral toward their respective projects, or unsure about their feelings toward them. The substantially greater support for the proposal in Skamania County relative to Klickitat County at the time of the pre-test could be related to the above-noted finding that Skamania residents were better informed than were Klickitat residents about the proposed project.

During the period in which the pilot citizen involvement program was being conducted, people became more opposed to the proposed project in both counties, although the increase was relatively small in Klickitat County. Opposition increased in Skamania County from 25 to 34 percent, while in Klickitat County the increase was from 37 to 40 percent.

Increased opposition toward the development of hydroelectric generating facilities in the two counties may have resulted from the changing regional power situation. During the period under study, electric power rates increased considerably in both counties, while the demand for electric power declined due to an economic recession in the Northwest, and to consumer response to increasing electric power rates. Reports of electric power surpluses were frequently given in newspapers. These conditions probably increased negative public attitudes toward electric utilities, and a growing lack of public support for increasing the number of electric generating facilities—including hydroelectric facilities such as those proposed in both counties.

When we examine changes in attitude for the participant group in Klickitat County, relative to those of the other two groups, we see substantial differences. Most likely because of conditions described above, opposition toward the proposed hydroelectric project among the nonparticipants increased slightly, from 34 to 38 percent. However, among the participant group there was an increase of seven percent (from 34.5 to 41.4) in favorable attitudes toward the proposed project. Although there were some changes in the strength of opposition toward the proposal within the participant group, we see that 43 percent of the participants were opposed to the proposal in both the pre-test and post-test. The shift thus appears to be from the neutral and unsure category, to the favorable categories.

The differences in attitude change among the three groups also are shown in the mean change scores. The decrease in the mean score for the Skamania respondents is three times the size of the score registered for the Klickitat respondents, and we find that only the participants in the pilot program showed an increase in the mean change scores. These differences in response patterns suggest that the pilot program had an effect on changing attitudes about the proposed hydro project in Klickitat County.

To interpret this finding, we must look at the final report of the Citizen Task Force, and at the conclusions reached about some of the major issues of concern to Klickitat residents with regard to the proposed hydro project. The Citizen Task Force generally concluded that the proposed project would: (1) be economically feasible; (2) be consistent with power resource-acquisition policy under the existing regional power plan; (3) have negligible social impacts; and (4) have few environmental impacts, with the possible exception of decreasing the total fish population while increasing the potential for reintroducing anadromous fish into the river. These generally positive findings of the Citizen Task Force and its working groups were communicated orally at the public forum. We can also assume that members of the Task Force and the working groups discussed their findings with work associates and with friends. The information conveyed could have had the effect of changing the attitudes of some residents from a neutral or unsure position to a more favorable position toward the project.

The Telephone Survey

As discussed earlier in the chapter, members of the Task Force and its Steering Committee were surveyed over the telephone concerning the effectiveness of the pilot citizen involvement program and the quality of assistance provided by the WSU staff. The first three survey questions addressed the effectiveness of the Washington State University staff.

Table 3 shows the results of the first question, which asked how helpful the WSU staff were in carrying out the pilot citizen involvement program. All eleven Steering Committee members who were interviewed considered the staff to be very helpful, while 70 percent of the remaining Task Force members considered the staff to be very helpful. Some of the more frequent comments made by Steering Committee members indicated that the program would not have existed if it were not for the staff. Also mentioned was the belief that the staff had collected a great deal of information, had "done their homework," and that they gave good presentations. While both groups had favorable views of the staff, overall the Steering Committee members viewed the staff as being more helpful than did people who served only on the Task Force. This perception may be because the Steering Committee members had more extended and intensive contact with the staff than did the members of the Task Force.

Table 3. Helpfulness of WSU Staff

Group	Degree of Helpfulness				Total
	Very Helpful	Somewhat Helpful	Not Helpful	Unsure	
	%	%	%	%	%
Steering Committee (N = 11)	100.0	0.0	0.0	0.0	100.0
Task Force (N = 35)	70.3	21.6	5.4	2.7	100.0

The second question asked whether the staff showed any personal biases toward the proposed hydroelectric project (see Table 4). Large majorities of both the Steering Committee (91 percent) and the Task Force (89 percent) viewed the staff as having been neutral. Most of the volunteered comments indicated that the staff were objective and neutral throughout the citizen involvement program. The few who thought the staff showed personal biases, indicated that they took the form of a very slight leaning to one side on a few issues toward the end of the program.

Table 4. Personal Bias Shown by WSU Staff

Group	Response			Total
	Biased	Neutral	Unsure	
	%	%	%	%
Steering Committee (N = 11)	9.1	90.9	0.0	100.0
Task Force (N = 35)	5.4	89.2	5.4	100.0

Table 5 reports the response to a question about whether serving on the Steering Committee and/or the Task Force affected respondents' views concerning the proposed project. Approximately equal percentages of Steering Committee and Task Force members became more favorable toward the proposed project (18 and 19 percent, respectively). However, the members of the Steering

Committee were much more likely to report becoming less favorable than were those who served only on the Task Force, with 46 percent of the former but only 22 percent of the latter reporting this change. Consequently, while over half of the Task Force members (51 percent) reported that their views did not change, just over one-third (36 percent) of the Steering Committee members reported this. Volunteered comments in response to this question were mixed. Some respondents commented that they initially had a fair amount of knowledge about the proposed project, and did not change their views about it over the course of the citizen involvement program. Other respondents indicated that they initially knew very little about the proposal, and through the program they obtained much information, heard many other concerns, or found out about other issues, and as a result changed their views somewhat.

Although a high percentage of the Steering Committee members became less favorable toward the proposed project, and slightly more of the Task Force members became less favorable toward it relative to those who became more favorable, we found that the final report of the Task Force (as noted previously in this Chapter) was generally quite favorable toward the proposal. This may reflect the strong desire on the part of citizens giving leadership to the citizen involvement program to control their personal views as much as possible when preparing the final report.

Table 5. Effect of Group Membership on Attitudes Toward Proposed Project

	Attitude Change				
Group	Became More Favorable	Had No Effect	Became Less Favorable	Unsure	Total
	%	%	%	%	%
Steering Committee (N = 11)	18.2	36.4	45.5	0.0	100.0*
Task Force (N = 35)	18.9	51.4	21.6	8.1	100.0

* Individual percentage do not add up to 100 due to rounding error.

Members of the Task Force and its Steering Committee were also asked whether they felt that their participation in these leadership roles had been worthwhile (see Table 6). A majority of the Steering Committee members (64 percent) felt that their participation was very worthwhile, while the remainder (36 percent) felt that the experience was somewhat worthwhile. Disproportionately fewer Task Force members felt that the pilot program was worthwhile (41 percent indicating "very" and 24 percent "somewhat"), while 27 percent thought that the experience was not worthwhile, and 8 percent were unsure.

The volunteered comments add insight to these findings. Those respondents who stated that they had contributed a considerable amount of time to the citizen involvement program, generally indicated that participation in a program-related leadership position was worthwhile. Many of the Task Force members who indicated that participation in the program was not worthwhile, commented that they felt that way because they had attended only a few meetings and they had devoted very little effort to the citizen involvement program. Thus it appears that the more highly involved a citizen leader was in the program, the greater the tendency for him or her to view this participation as being worthwhile.[13]

Table 6. Perceived Worth of Program

Group	Degree of Worthwhileness Very Worthwhile	 Somewhat Worthwhile	 Not Worthwhile	Unsure	Total
	%	%	%	%	%
Steering Committee (N = 11)	63.6	36.4	0.0	0.0	100.0
Task Force (N = 35)	40.5	24.3	27.0	8.1	100.0*

* Individual percentage do not add up to 100 due to rounding error.

The effectiveness of the program from the point of view of Steering Committee and Task Force members was assessed by two questions. First, the members of each group were asked how effective the program was in informing Klickitat County residents about the proposed hydroelectric project (see Table 7). The program was rated as very effective in informing the public by 27 percent of the members of both groups. More than half of the Steering Committee and Task Force members thought the program was somewhat effective in informing the public (64 and 57 percent, respectively). None of the Steering Committee members thought it was not effective, whereas four (11 percent) of the Task Force members viewed the program as not effective. One Steering Committee member was unsure whether the program was effective in this realm.

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[13] It was estimated that members of the Steering Committee devoted from 50 to 70 hours of time to the program, whereas citizen leaders who only served on the Task Force devoted from 10 to 25 hours of time.

Most of those who made further comments, indicated that the program helped to inform people about the proposed project and related issues, but some of the citizen leaders believed either that the general public was still not informed, or that it needed to be more informed. The problem of informing the public was often attributed to the very difficult task of trying to get people to participate in the program and then keeping them involved with it.

Table 7. Effectiveness of Program in Informing County Residents

Group	Degree of Effectiveness				
	Very Effective	Somewhat Effective	Not Effective	Unsure	Total
	%	%	%	%	%
Steering Committee (N = 11)	27.3	63.6	0.0	9.1	100.0
Task Force (N = 35)	27.0	56.8	10.8	5.4	100.0

Next, the two groups were asked to rate the effectiveness of the program in helping people express their views about the proposed project. Table 8 shows that 90 percent of the Steering Committee members viewed the program as effective in this regard, whereas 76 percent of the Task Force members felt this way. Interestingly, the Task Force members were somewhat more likely to view the program as "very effective" in helping people to express their views about the project, as well as more likely to be unsure of its effectiveness in this regard.

In sum, although there were some minor differences in the pattern of responses to the two questions about program effectiveness, the dominant pattern reveals that clear majorities of both groups of citizen leaders felt that the pilot program was effective in informing county residents about the proposed project, as well as in helping them to express their views about the proposal.

Table 8. Effectiveness of Program in Helping People Express Their Views

Group	Degree of Effectiveness				
	Very Effective	Somewhat Effective	Not Effective	Unsure	Total
	%	%	%	%	%
Steering Committee (N = 11)	27.3	63.6	9.1	0.0	100.0
Task Force (N = 35)	37.8	37.8	10.8	13.5	100.0*

* Individual percentages do not add up to 100 due to rounding error.

Finally, the citizen leaders were asked whether they thought the final report was biased in favor of the views of specific Klickitat County residents about the proposed hydroelectric project (see Table 9). Over half (55 percent) of the Steering Committee members indicated that the final report was very fair, whereas slightly less than a third (32 percent) of the Task Force members held this view. No Task Force members indicated that the report was biased, but two Steering Committee members (18 percent) held this belief. A majority (68 percent) of the Task Force members indicated that they could not judge whether the report was biased, while only three (27 percent) Steering Committee members reported a similar view.

The greater unwillingness of Task Force members to make a judgement whether the final report was biased relative to the Steering Committee members is interesting. This finding suggests that when people are working on the preparation of information affecting decisions pertaining to highly controversial issues, the more detached they are from the production of that information, the greater may be their reluctance to pass judgement on the credibility of that information.

Table 9. Bias of Final Report

	Presence of Bias or Not			
Group	Very Fair	Biased	Can-not Judge	Total
	%	%	%	%
Steering Committee (N = 111)	54.6	18.2	27.3	100.0*
Task Force (N = 35)	32.4	0.0	67.6	100.0

* Individual percentages do not add up to 100 due to rounding error.

Finally, an open-ended question was used to ask all of the citizen leaders if they had any other comments to make about the citizen involvement program and its effectiveness. All of the Steering Committee members made further comments, and most of the Task Force members (41 persons) provided them too. Many Task Force and Steering Committee members indicated that they appreciated the chance to participate in the program and the opportunity to provide input into the decision-making process. They also felt that this type of program should be conducted more often when public officials are making major decisions that can effect the lives of citizens. The hope was expressed that a similar citizen advisory committee structure and related public involvement process would be continued by the PUD Commissioners until they reach a decision about the proposed hydroelectric project.

Overall, the Steering Committee and Task Force members gave a satisfactory rating to the pilot citizen involvement program and to the performance of the WSU staff. The staff was considered to be helpful and neutral throughout the program. Only a few Task Force members felt that the staff was biased. During the course of the program, the proposed project gained in favor among more citizen leaders than it lost favor with, however, the views of a large majority of the leaders did not change. Most of the citizen leaders considered the program to be worthwhile, and to be an effective means of informing the public and helping people express their views about the proposal. Although many citizen leaders indicated that they could not judge whether the final report was biased, almost all of those who could do so indicated that the report was fair. Steering Committee members' evaluations of the staff and pilot program were generally more positive than those provided by Task Force members. This may indicate that perceptions of program effectiveness were influenced by the level of involvement in the program on the part of citizen leaders.

The Post-program Mail Survey

In addition to providing data that could be used for assessing changes in knowledge about and attitudes toward the proposed hydroelectric project, as reported earlier, the post-program mail survey or post-test administered in Klickitat County also asked the respondents whether they received information about the proposal through the various information channels that were used in the pilot program, and their views about the program's effectiveness. In this section we report on the responses to those questions.

Table 10 shows the ranking, within three basic categories, of the wide range of public information sources used in Klickitat County to inform the general public about the proposed hydroelectric project. The categories are based on the percentage of respondents who reported being exposed to project information via each source. Overall, the most highly ranked sources of information were newspaper articles, friends, and an article that appeared in the *Ruralite* (with 78 percent, 58 percent, and 55 percent of the respondents, respectively, being exposed to these sources).[14] Thus, both personal and impersonal sources of information were found to be the most effective in reaching large numbers of people.

Newspaper coverage was considered to be an essential component of the public information program, and it was gratifying to

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[14] The Ruralite is a publication of rural electric cooperatives which is distributed without change to all members of the Klickitat County PUD.

Table 10. Ranking of Various Sources of Information About the Proposed Hydroelectric Project

Source of Information	Percent of Respondents Reporting Exposure to Each Information Source (N = 215)
	%
The Media	
Newspaper Articles	78
Ruralite Article	55
Radio News Reports	15
T.V. Talk Show Presentation	10
Radio Talk Show Presentation	2
Special Program-related Sources of Information	
Brochure	27
Final Report	18
Talks to Clubs and Organizations	15
Speakers Day	2
Field Trip	2
Discussions with People	
Friends	58
Associates at Work	25
Task Force Committee Members	16
WSU Staff	6

find that this medium was the one most frequently reported as an information source. As noted earlier, a former reporter for a local newspaper was employed to take responsibility for all public information activities, and the facilitation team worked with him on the preparation of approximately a dozen press releases for local and regional newspapers. In general, press releases were published without any significant changes. The influence and exposure provided by local press coverage cannot be underscored enough, and every effort was made to involve both editors and reporters in program events. The study data clearly indicate that newspaper coverage should be a major component of citizen involvement programs.

We were surprised to find that the *Ruralite* article was a source of information about the proposed project and the citizen involvement program for a majority of the respondents. The *Ruralite* publishes items on rural lifestyle, recreational activities, etc., and occasionally it includes articles of a "public relations" nature concerning utility activities. The article on the citizen involvement program was published at an early stage of program development. Unfortunately, the degree of coordinator control in getting articles published in the *Ruralite*, a bi-monthly publication, was extremely limited, while as a financial sponsor of the magazine, the PUD had considerable influence in determining the type of information that would be published. We were pleased to at least have one article accepted, and would have liked to have had more coverage in this surprisingly important communication medium.

A technique frequently employed in public information programs is brochure distribution. The coordinator and members of the support team distributed throughout Klickitat County approximately 1500 brochures about the proposed project and the citizen involvement program. As mentioned earlier, the brochures were made available at a variety of public places, including schools, stores, gas stations, taverns, and public libraries. The success of the brochure as an information source is indicated by its reasonably high ranking in Table 10, with approximately one in four respondents indicating exposure to this medium. These findings imply that, where funding allows, mass mailing of brochures might be an extremely effective means of disseminating information about development projects.

Within the media category of Table 10, radio news reports and the T.V. talk-show presentation were ranked third and fourth, with 15 and 10 percentage rankings, respectively. The radio talk-show presentation had a distant, last-place ranking; only 2 percent of the respondents indicated that they were exposed to information about the proposal through this source. The low rankings for the talk-show items, especially television, suggest that they might not be good investments of time and effort when resources for media campaigns are quite restricted.

Time limitations prevented the facilitation team from fully exploiting the benefits of the electronic media as an information source. For this type of media, the facilitation team relied primarily on radio news. The news commentators were regularly provided with press releases and short "news spot" items for informing the general public of major events. Several Steering Committee members and the program coordinator appeared on the radio talk show. Although only a small percentage of the survey respondents heard this show, afterwards the coordinator received several calls from people who were interested in receiving more information about the citizen involvement program. The T.V. talk show was broadcast on a Sunday afternoon from a local station. The implication of the low ranking for this item is clear: unless it airs in prime time on a regularly watched channel, a T.V. talk show may have little payoff.

Among the special program-related sources of information, we were pleased to find that the final report was fairly highly ranked, with 18 percent indicating that they were informed about the proposal through this source. As mentioned above, the final report was distributed by mail to all Task Force members, key local organizations and public officials, and local public and school libraries. Considering the large size of the respondent group that obtained information about the proposal through the final report, we believe that it may have been circulated among friends, neighbors, and associates and that people may have read it in local libraries. Through conversations with local leaders and other residents, we found that many people took the time to read the report. This finding gives further support to the importance of direct mail as a public information vehicle.

Talks to local clubs and organizations was the third-ranked item within the special program-related sources of information category. Although only 15 percent of the respondents were directly exposed to this source of information, we believe that this means was a key indirect source for many others, because people who attended the meetings (many of them community leaders) were likely to tell friends and work associates (both highly-ranked sources), as well as family members, about what they heard at the meetings.

Although only a few county residents were directly exposed to information about the proposed project through the Speakers Day and field trip, these activities were important sources of in-depth information for Task Force members, and they generated information that was used in the preparation of news releases. We believe that each of the special program-related sources of information played important roles in informing local leaders and the general public about the proposed project.

It is interesting to note in Table 10 the ranking of various sources of information in the discussions-with-people category. The WSU Staff played a very important role in generating new information about the proposed project. However, without the critical intermediary role played by members of the Task Force and Steering Committee, only a few county residents would have become informed through direct contacts with WSU staff. These data also show that discussions with associates at work, and with friends, can play an important role in helping people to consider further the information they have been exposed to through impersonal means such as the media. Therefore, it is important that the citizen leaders who are well-informed about a development project hold positions where they can have maximum opportunities to discuss the proposal with residents of the area of possible impact.

We also asked respondents to rate the effectiveness of the pilot program, and the response to that question is reported in Table 11. Since the respondents who participated in the pilot program would probably have had more experience on which to base their judgments about its effectiveness, for this analysis we again divided the respondents into participants and nonparticipants. Among the program participants, nearly 45 percent indicated that the pilot program was either very or moderately effective in helping county residents better understand the proposal and express their views about it; 17 percent reported that the program was slightly effective. Among the nonparticipants, nearly 19 percent expressed the view that the program was moderately or very effective and just under that amount (18 percent) thought that the program was slightly effective. Thus, we found a substantial amount of confidence in the program, as evidenced by the large proportion of respondents expressing the belief that the program was effective for helping residents better understand the proposal and express their views about it.

Table 11. Assessment of the Effectiveness of the Pilot Citizen Involvement Program

Perception of Program Effectiveness	Participants (N = 58)	Nonparticipants (N = 95)
	%	%
No contact with program	3.4	58.9
Not effective	13.8	3.2
Unsure/no response	20.7	11.6
Slightly effective	17.2	18.4
Moderately effective	32.8	14.7
Very effective	12.1	3.2

Of the 95 respondents whom we classified as being nonparticipants in the pilot program, the majority (59 percent) indicated that they had no contact with it, and only a few (3 percent) felt that the program was not effective. Comparing the two groups in terms of this category, we see that a considerably larger percentage (14) of the participants felt that the program was not effective, suggesting that persons who had some exposure to the program were somewhat more likely to have concluded that it was ineffective than were those without any exposure to it. Similarly, a larger percentage of participants (21) than nonparticipants (12) responded that they were unsure about the program's effectiveness, or did not respond to the question.[15] Perhaps minimal levels of contact with the program were likely to have created doubts about its effectiveness, although we cannot be certain of this.

The fact that a majority (nearly two-thirds) of the participants in the pilot program reported that it was effective, and over one-third of the nonparticipants reported this belief, indicates that local residents were generally impressed with the quality of the pilot program and the work of the WSU staff. These data, when viewed in the context of the earlier findings of the evaluation study, indicate that the pilot program was a reasonably effective means of helping residents become better informed and express their views about the proposed hydroelectric project.

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[15] We combined unsure and no response in this case because we believe that for attitude questions of this type, the two answers are similar.

Summary and conclusions

In this Chapter we have reported the results of an evaluation study that used three types of data to gain insight into the effectiveness of a pilot citizen involvement program. We used a Nonequivalent Control Group Design to determine if residents of Klickitat County, where the pilot program was tested, became more knowledgeable about the hydroelectric project proposed by their Public Utility District (PUD) Commissioners than did residents of Skamania County about a similar hydroelectric project proposed by their PUD Commissioners. Pre-test and post-test data were collected via mail surveys of systematic samples of adult residents. These data were supplemented by other program evaluation data collected through the post-test mail survey of Klickitat residents.

The third source of program evaluation data was a telephone survey of local leaders who had helped to implement the pilot program by serving on its Task Force, or on the Steering Committee of that group. The telephone survey was conducted soon after the program was completed. This survey asked questions about the effectiveness of different program activities and of the Washington State University faculty and staff working on the project.

A composite measure of the level of knowledge about the proposed projects was used as the criterion for assessing whether the pilot program was effective in helping residents become better informed about the proposal. Although changing attitudes about the proposed project in Klickitat County was not a goal of the pilot program, we assessed whether the program had an effect on the general public's attitudes toward the proposed project.

The data from the pre-test and post-test surveys based upon the Nonequivalent Control Group Design, did not provide the unequivocal evidence that we would have wanted in order to make judgments about the effectiveness of the pilot program. We would have preferred to find that respondents in the treatment county were generally more informed about the proposed hydro-electric project as a result of the program than were their counterparts in the control setting about the project proposed by their PUD Commissioners. This was not the case, however, as respondents in the control county actually became slightly more informed about their hydroelectric project than did respondents in the treatment county. But we did find that Klickitat residents who participated in the pilot citizen involvement program showed nearly twice the increase in knowledge as respondents in the comparison county. Further, nearly all of the change in knowledge levels among Klickitat residents occurred among respondents who were classified as program participants. This underlines the importance of trying to ensure that citizens have an opportunity to discuss a proposed development project with other citizens, and/or with professionals who are well informed about it, if they are to develop at least a basic level of knowledge about the proposal.

Response to an attitude question showed that opposition toward each of the proposed hydroelectric projects increased among both Klickitat and Skamania respondents. However, among Klickitat residents we found that the participants became somewhat more favorable toward the proposed project, while the nonparticipants showed less increase in opposition to the proposed project than occurred among Skamania residents.

Through the telephone survey of Klickitat citizens who helped implement the pilot citizen involvement program, we found that most of the Steering Committee and Task Force members gave a satisfactory rating to the program and to the performance of WSU staff who were responsible for assisting with it. The staff were generally considered to be helpful and unbiased throughout the program. In the course of the pilot program, the citizen leaders who assisted with its implementation were more likely to become less favorable toward the proposed project than to become more favorable toward it, although the views of many of these leaders did not change. Most of the citizen leaders considered the program to be worthwhile, and to be an effective means of informing residents about the proposed project and helping them express their views about it. Although many of the citizen leaders—particularly members of the Task Force who did not serve on the Steering Committee—indicated that they could not judge whether the final report was biased, almost all of those who felt that they could pass judgment on the final report indicated that it was fair in reporting the different points of view held by residents toward the proposal. Steering Committee member evaluations of the staff and program were generally more positive than were those provided by Task Force members, which most likely indicates that perceptions of program effectiveness were influenced by the level of involvement in the program on the part of the citizen leaders responsible for it.

From the post-test or post-program mail survey that was administered to the sample of Klickitat County residents, information was collected about the extent to which they were exposed to various sources of information about the proposed project. Three types of information were rated: media, special project-related activities, and discussions with people. Newspaper and related articles, and discussions with friends, received very high rankings (over 50 percent exposure). Among the media items, newspapers articles ranked first, an article in a utility-sponsored magazine was a close second, and quite far behind but still with quite a good ranking, were radio news reports and a television talk-show presentation. The ranking of a radio talk show presentation was negligible. Of the special program-related public information activities, an information brochure received the highest ranking, followed by the final report, and talks to organizations, both of which received quite good rankings. Only a few people reported being directly exposed to information about the proposed project through a special one-day seminar led by outside experts, or by a field trip to the site of the proposed project.

For the items in the "discussions-with-people" category, discussions with friends were highly ranked, and those with work associates were a good second. Discussions with Task Force members were third and also received a good ranking. Not surprisingly, discussions with the WSU staff were not highly ranked, because they primarily worked with people who served on the Citizen Task Force and with other local leaders.

The post-program survey of Klickitat residents yielded ratings of overall program effectiveness that were generally quite high. Significant numbers in both the participant and nonparticipant groups in the county rated the pilot program as effective to some degree in helping citizens better understand the proposal and express their views about it. Not surprisingly, participants were more likely to express such a view than were nonparticipants. In fact, a few respondents indicated that the program was not effective.

In order to be unequivocal in drawing conclusions about a program effect in terms of enhancing knowledge about the proposed hydroelectric project among the general population of residents in the treatment county, we would have needed to find larger mean gain scores on the knowledge measure for the Klickitat respondents than for Skamania respondents. This did not occur. However, when the Klickitat respondents were divided into those who participated in the pilot program and those who did not, we found that virtually all of the mean gain score for the Klickitat sample occurred among the program participants. Further, the mean gain score for the participants was almost twice as large as the mean gain score for the Skamania respondents. This leads us to conclude that the program did enhance knowledge among people who took the time to become at least minimally involved—i.e., at least they talked to a member of the Task Force about the proposed project.

Although we did not intend to change attitudes about the proposed project—that is not a goal of a citizen involvement program based upon the CIP Model—changes in attitudes toward the proposed hydroelectric projects were also assessed. During the period in which the pilot program was being tested, rates for public power were increasing and an economic recession in the Pacific Northwest was leading to a decline in the demand for public power. The growing negative public sentiment for expanding public power sources was reflected in our data. On the average, respondents in Skamania County, the control setting, and to a lesser extent respondents in the nonparticipant group in Klickitat County, became more opposed to the respective proposed hydroelectric projects. However, consistent with findings in the final report of the Citizen Task Force, Klickitat respondents in the participant group became more favorable toward the project being proposed by their PUD Commissioners.

The above findings have important implications for citizen involvement work. When research on a proposed development project is being undertaken by fellow citizens who are working in consultation with persons who are recognized as experts in substantive areas related to the proposal, members of the general public who take the time to become informed will become influenced by the findings of that research. Likewise, people who are not close to the information being considered in a citizen involvement program, will likely be easily influenced by other information about the subject proposal, whether it is accurate or not. The implication here is if there is nothing to hide about the feasibility and desirability of a major development project, then it is best to give citizens an opportunity to become well-informed and to draw their own conclusions.

The findings of our analysis of supplemental data collected through the post-program mail and telephone surveys leads to several conclusions related to conducting an effective citizen involvement program. The more citizens are closely associated with the actual operation of a citizen involvement program based upon principles similar to those which undergird the CIP Model, the more highly they will regard it as a means for stimulating informed dialogue about a proposed development project. A comprehensive approach, using sound methods to inform the public about a proposed development project, should be used. Newspaper coverage is essential. Although we did not use a newsletter, our findings lead us to believe that this medium would have been very effective as well. Radio and T.V. are also effective, if coverage is during prime time and over stations that are widely used. Brochures can be very effective as a means of informing the public, and succinctly written reports will be read if placed in the hands of appropriate people—i.e., those people who have an interest in the proposed development and/or a responsibility for becoming informed about it. Meetings with technical experts are an important source of information for people who are in responsible positions associated with the citizen involvement program, and these meetings can also generate information for news releases. Finally, word of mouth information provides opportunities for citizens to seek new information, clarify concerns, and reinforce beliefs about a proposal.

Perhaps our expectations that the entire adult population of the treatment county would become more informed about the proposed hydroelectric project as a result of the pilot program was unrealistic. Our findings serve to underline the difficulty of informing the *general public* about major development projects under consideration that can affect their lives, particularly when the potential impacts of a proposed project can affect people living in quite a large geographic area. The combined results of the evaluation study lead us to believe that the pilot program reached a substantial number of residents with information about the proposed hydroelectric project, and that it produced the desired effect among the citizens who took the time to become at least minimally involved in program-related activities. We believe that a citizen involvement program based upon the CIP Model, and applied to the resolution of environmental issues, will have a good chance of producing similar results.

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Appendix A

Support Materials

The facilitation team conducting a citizen involvement program will need to prepare and use numerous support materials. Examples of several key items used when conducting the pilot citizen involvement program described in Chapter 6 are contained in this appendix. A more complete description of the timing and procedures for employing these items is presented in Chapter 5.

It is suggested that readers have a good understanding of the phases and steps contained in the CIP Model before reviewing the support materials presented here.

Contents

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2. The letter sent to community, civic, and service organizations requesting a representative to serve on the citizen task force. (All organizations identified on the "community organization list" should receive a request letter.) 110

3. The organization reply form attached to the representative request letter. (A stamped, self-addressed envelope is also included with the reply form.) 112

4. A task force meeting notification memo. (Memoranda of this type were mailed to each task force member.) 113

5. The "working agenda" used when communicating with staff involved in the first task force meeting. (Planning agendas of this type are useful for communicating with all staff and citizens performing leadership roles during task force and working group meetings.) 114

6. The agenda used for the first task force meeting. (An agenda should be prepared for distribution at each task force and working group meeting.) 116

7. The press release describing activities of the first task force meeting. 118

8. A list of issues and concerns identified by task force members at their first meeting. (This list should be distributed to all task force members, and it should be used by the ad hoc planning committee when identifying the topical areas around which the working groups will be formed.) 121

9. The minutes of the ad hoc planning committee meeting. (Minutes of all program planning meetings should be prepared and mailed to all task force members.) 124

10. A memo used to inform all task force members about special program events. 127

11. A memo used to report on the activities and meeting times of a working group. (Memoranda of this type should be mailed to all task force members.) 129

12. The memorandum of agreement developed for the pilot program. (This agreement specifies the roles and responsibilities of all program participants.) 131

13. A flyer announcing a special program event. (Flyers of this type should be distributed throughout the subject area.) 135

14. The information brochure describing the proposed development and the pilot citizen involvement program. (Brochures of this type should be distributed throughout the subject area.) 136

15. A summary report based upon the results of the community survey conducted as part of the pilot citizen involvement program. (Reports of this type should be mailed to all task force members.) 138

16. A summary of information summary (using question/answer format) presented at a special workshop. (Information summaries of this type should be mailed to all task force members.) 140

Item #1

NEWS RELEASE
June 4, 1982
Contact: Darryll Olsen or
Robert Howell
Department of Rural Sociology
Washington State University
(509) 335-8623

PUBLIC PARTICIPATION PROJECT UNDERWAY

Local residents will have a chance to participate in an issue evaluation process concerning the proposed White Salmon River hydroelectric project when a public participation program gets underway this month.

The program, sponsored by Washington State University, is designed to promote a "two-way dialogue" between citizens and public officials regarding the proposal by the Klickitat County Public Utility District. The PUD has agreed to provide information on the project and other assistance, and in turn a committee of local citizens will provide the PUD with a summary report of issues and public concerns regarding the project.

"The program is structured in a way to allow county residents and the PUD to work together to arrive at a mutual understanding of project benefits and problems," said Darryll Olsen, facilitator of the program for WSU's Department of Rural Sociology.

Olsen said the program will rely on local citizens to help the general public in Klickitat County develop a greater understanding

—more—

of the issues surrounding the hydro project proposal. "We want this to be an effort by the citizens and communities involved, not something pushed on them by outsiders," he said.

The key element of the program will be a Citizens' Task Force, which will include approximately 50 local residents. The Task Force, along with a steering committee of about a dozen of its members, will direct the program with the help from WSU Staff who will serve as resource persons.

Community groups will be asked to select representatives to serve on the Task Force and on smaller working groups to address specific issues. The WSU staff will also be talking with the general public to find other citizens to represent people who may not belong to one of the participating organizations, Olsen said.

Once the Task Force is organized early in July, it will begin the process of gathering information on the project. The Task Force, assisted by the WSU staff, will disseminate information on the proposed project to the general public, and will seek out public concerns in meetings, workshops and informal contacts with friends and neighbors.

Although the format of the program is up to the Task Force, local residents can be assured they will be able to participate, Olsen said. "There will be public workshops and forums that individuals

—more—

can attend to observe the process, make comments, or get information," he said.

When the Task Force has finished distributing and collecting information, it will draw up its summary report, an "issue paper," outlining citizen views favoring and opposing the project and related issues. The report will be presented to the public and PUD commissioners at a public forum in mid-September.

"If the program is conducted properly, there should be some mutual understanding at that point," Olsen said.

Staff from WSU have been meeting with various civic and service organizations around the county to explain the program. The response has been good, Olsen said. Groups have voiced support for the program and an interest in participation, he said.

The PUD commissioners also have recently approved a "memorandum of agreement" which outlines goals of the program and the responsibilities of the PUD, the citizen representatives and the WSU program support staff. The memorandum of agreement still must be approved by the Citizen Task Force before it becomes a formal guideline for the public participation program.

In the memorandum, the PUD agrees to provide access to available information on the project, to help in preparing and distributing information, to receive and formally respond to the

—more—

summary report and to refrain from taking action on the White Salmon River project during the citizen participation program.

"The PUD commissioners have agreed that the program would be very valuable at this time to help them become more aware of the specific issues and public concerns surrounding the project," Olsen said. "They view this program as a serious contribution to the Utility's future planning."

As part of the program, a questionnaire will be mailed to a random sample of 600 county residents within the next few days. The questionnaire will survey community attitudes towards various energy options at local, state and national levels. It will be used by the Task Force as a guide to specific areas of concern for local residents.

The public participation program was developed by faculty in WSU's Department of Rural Sociology for use in controversial natural resource and energy development decisions. The project is under the direction of Robert Howell, an Extension specialist and Chairman of the Department of Rural Sociology. Other project staff include Kay Kelsey Gray, Gregory Poremba and Georgia Yuan. They have been working closely with WSU county Extension agents Roger Pond and Larry Paulson, who is now on special assignment in Thailand. The program is funded by the U.S. Department of

—more—

Energy, which hopes to use the program when involving citizens in energy development issues in the future.

Olsen emphasized that the role of the facilitator and other WSU support staff in the project is strictly to assist local citizens in carrying out a public participation program and in preparing the distributing information related to the proposed power project. "WSU has no interest in the PUD decision," Olsen added.

Olsen stressed that the program is not intended to replace the formal legal procedures required to proceed with the project. The PUD still would have to go through formal applications, hearings and impact statements should it decide to go ahead with the project, he said.

Item #2

June 16, 1982

xxxName
xxxStreet Address
xxxTown, State Zip Code

Dear xxxName:

Klickitat County Public Utility District officials are currently evaluating new plans for locating a hydroelectric generating facility on the White Salmon River. In order to help with this important evaluation process, a Citizen Task Force, consisting of representatives of community organizations and local leaders, is being established. The purpose of this letter is to ask for your participation in the Citizen Task Force as an ex officio member.

With financial assistance from the United States Department of Energy, faculty members in the Department of Rural Sociology at Washington State University have been developing a public involvement program designed specifically for helping to resolve controversial natural resource and energy issues. This program is built upon the lessons learned from an extensive review of public involvement programs conducted throughout the United States and Canada. It seeks to create an effective educational and information-sharing process which draws upon the expertise, needs, and concerns of area citizens and public officials. Such a program should be extremely helpful to Klickitat County citizens for assessing the proposed White Salmon River hydroelectric project.

Working with W.S.U. staff and other resource persons, members of the Citizen Task Force will be responsible for identifying major community concerns and issues regarding the proposed hydroelectric project and for providing leadership to the public involvement program. If the program is to adequately reflect the concerns and views of all county residents about the proposed project, it is very important to have all community groups represented on the Citizen Task Force. You can be assured that the program will be well organized, and, as necessary, professional assistance will be provided to the citizens who are helping with it. A target date of September 15 has been established for informing the P.U.D. Commissioners and the general public in Klickitat County about the findings of the Citizen Task Force. We hope that you, or a member of your staff, will be able to directly participate in this important program. Enclosed is a form and a return-addressed, stamped envelope for your convenience in informing us about your decision to join in this endeavor.

Also enclosed is a draft memorandum of agreement which outlines the public involvement program's major goals and responsibilities of citizen representatives serving on the Citizen Task Force, the P.U.D. Commissioners, and W.S.U. staff who will assist with the program. The P.U.D. Commissioners have reviewed this draft, and, as an act of good faith, have given formal approval to the responsibilities it assigns to them. The draft memorandum of agreement must be reviewed and possibly revised by members of the Citizen Task Force before adoption by all parties to the agreement.

Please send us confirmation of your decision to participate as soon as possible, but no later than the end of June, 1982. In order to provide adequate time for the public involvement program, we plan to hold an organizational meeting of the Citizen Task Force in early July. Your contribution to the Citizen Task Force will be greatly appreciated by all people who are interested in Klickitat County's future.

Should you have any questions, please call me or Robert Howell, W.S.U. Extension specialist and project director, collect at 509-335-8623. Thank you for your help with this important program.

Respectfully,

Darryll Olsen,
Facilitator
Klickitat County
Public Involvement Program

DO/lml
Enclosures
cc: Robert E. Howell, Project Director
Roger Pond, Extension Agent, Klickitat County

Item #3

RECOMMENDATION FOR MEMBERSHIP IN THE CITIZENS TASK FORCE

** Please Print **

Community Organization or Civic Group Affiliation:

____
(Name of Affiliation)

____
(Street Address)

____
(Town)

Representative to be Recommended:

____
(Name of Individual)

____
(Street Address)

____
(Town, State, and Zip Code)

____
(Telephone Number)

Item #4

KLICKITAT COUNTY PUBLIC INVOLVEMENT PROGRAM

TO ALL TASK FORCE REPRESENTATIVES:

The First Task Force Meeting Will Be

7:30 p.m.
Wednesday, July 14, 1982
Lyle High School Library
Lyle, Washington

If you have any questions or if you are unable to attend this meeting, please call me at 773-5200.

Thank you for your time and help.

—Darryll Olsen

Item #5

Working Agenda

First Organizational Meeting of Task Force

Klickitat County Citizen Participation Program

7:30 p.m., July 14, 1982 Lyle High School Library

I. Introduction and Agenda Sharing—Darryll Olsen
(Darryll to chair meeting)

II. Background Information
1. Clarification of PUD position regarding the White Salmon River Project and the Citizen Participation Program—Mary Jean Lord
2. Discussion of how WSU became involved and WSU's role in the Citizen Participation Program —Bob Howell

III. Citizen Introductions—Dwight Pace
Each citizen representative will be asked to briefly provide the following information:
1. Who (name, occupation); where (geographic location in county); why (representing what specific organization or group).
2. What I want to have happen as a result of the Citizen Participation Program.

Recorders:
Issues (Darryll)
What people want out of the Program (Bob)

IV. Review of Citizen Participation Program Model Prepared by WSU—Bob

V. Selection of Citizens to Plan the Next Meeting—Darryll and Dwight
Items that need to be included are:
1. Share evaluation of Meeting I
2. Selection of Steering Committee
3. Receive comments about Memorandum of Agreement
4. Decide on major issues to be addressed by the Task Force and specific functions (e.g., public information) so that working groups can be formed*

5. Plan for the next steps—timing and location of first series of public forums/other needs activities

NOTE: Darryll to request meeting with Planning Committee immediately following this meeting.

VI. Debrief and Evaluate Meeting—Darryll and Dwight

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* Will volunteers for the working groups be solicited at the second meeting?

Item #6

Klickitat County Public Involvement Program

Citizen Task Force Meeting

July 14, 1982

I. Review agenda; outline major discussion items.

II. A public involvement program for Klickitat County:

   1. Task Force formation, purpose, goals.
   2. Participation roles.

III. Introduction of Task Force members; discussion of individual concerns and expectations.

IV. Ten Minute break; coffee is available.

V. Review of Task Force members' major concerns and identification of key issues discussed.

VI. Working group formation for:

   1. Identifying potential issues for Task Force investigation.
   2. Establishing method for Steering Committee selection.
   3. Establishing agenda for second Task Force meeting.

VII. Items of concern for second Task Force meeting:

   1. Steering Committee selection.
   2. Changes to draft memorandum of agreements.
   3. Date and time of second Task Force meeting.

VIII. Task Force meeting evaluation:

1. What were the positive features of the Task Force meeting?
2. What were the negative features of the Task Force meeting?
3. What are the key issues that the Task Force should investigate?

Item #7

PRESS RELEASE

Contact: Darryll Olsen

(509) 773-5200

CITIZEN INVOLVEMENT PROGRAM TASK FORCE MEETS

A Citizen Task Force of over 50 persons, representing the diverse areas and interests of Klickitat County, met July 14, 1982 at Lyle to begin organizing a citizen involvement program to address issues surrounding the possible development of hydroelectric power on the Salmon River.

After discussing and identifying key issues on the hydro siting proposals and expressing their expectations of the citizen involvement program, Task Force members selected a planning committee to pave the way for the Task Force to be formally organized by the end of July.

Community development specialists from Washington State University also explained to the Task Force how the community involvement program was developed, and what roles will be played by participants in the program. The university is sponsoring the program with the approval of the Klickitat County PUD, which has been studying siting proposals for hydro development on the river.

At the meeting PUD spokesman Mary Jean Lord reviewed the history of siting studies on the river and said the PUD still considers hydro development on the river "a viable project." PUD commissioners hope the results of the program can help them make two critical decisions on the project: whether to proceed with a formal feasibility study of the hydro project, and how to finance such a project, she said.

Robert Howell, chairman of WSU's Department of Rural Sociology, told the Task Force that Extension and community development specialists throughout the western United States have been seeking ways to help communities make better development decisions. The program they have developed for implementation in Klickitat County is designed to "get citizens involved in a very informed way" in such a decision, he said.

"We hope we can come up with some sense of the community feeling on the White Salmon River Project," he said.

To aid the Task Force and its working groups, WSU faculty and staff members will serve as resource persons who can obtain information for the program, Howell added.

The greatest part of the meeting was taken up by introduction of Task Force members and discussion of issues and concerns of the members. Members presented their individual concerns as well as expectations for the involvement program. From this discussion a list of basic issues was identified as a starting point for the Task Force and the entire program.

Issues identified included project economics; environmental impacts; values and quality of life; energy options; assumptions, projections, planning and experience regarding energy; public education on both hydro power itself and the citizen involvement program, and the need for more information on the various siting proposals.

The planning committee selected at the meeting will start refining and expanding on these issues as it prepares for the next Task Force meeting, set for sometime the week of July 26. It also will establish the method of selecting a steering committee for the Task Force which will be responsible for directing the citizen involvement program.

The selection of a steering committee is particularly important to the success of the program, Howell stressed. "It is important that the program be run by you, the citizens, not us as outsiders," he told the Task Force.

Members of the planning committee are Dick Beightol, Bickleton; Pam Rapach, Bickleton; Herman Doscher, White Salmon; Jim Bull, Trout Lake; Esther Schmid, Trout Lake; Joann Hutton, Glenwood; Tom Gohlke, Goldendale; John Davis, Goldendale; Earl Russell, White Salmon; Ray Dehart, Goldendale; and Darrell Hanan, Roosevelt.

A meeting of the planning committee to prepare for the next Task Force meeting was scheduled for Tuesday, July 20.

Item #8

Issues and Concerns Identified by Citizen Task Force

July 14, 1982
Lyle, Washington

- What are the energy needs of Klickitat County and the Pacific Northwest?
- What are our future energy needs? Environment vs. progress: do we need the term "vs." in regards to these two words?
- What impacts will a hydroelectric unit have on Trout Lake? What are our future energy needs? Is this the most feasible power source for us to develop?
- We need to have the PUD commissioners (at some point) assure the task force personally that they will heed the final outcome.
- What is the feasibility of the hydroelectric project?
- We need to know the growth potential of our communities, realistic alternatives, and most current research studies.
- We need information as to where we stand in the world; needed with local and state issues.
- We must make sure that the Task Force meetings do what they are supposed to do.
- What is the true cost of project power, the possibility of selling power, the benefit of dam pools; what jobs would the project create; what are the region's future power needs.
- The results of the Task Force program.
- The first job is to clearly define the decision (or question) that the Task Force is being asked to provide input on. Need clarification.
- We need more information.
- Do we need the power from a new hydroelectric project? What are the trade-offs of the project (impacts to social and physical environment)?
- Is a hydroelectric project necessary?
- Is the project necessary? How can the social cost be justified if the project is built?
- What are the concerns of citizens near the project's location?
- How do we really find the answers? The need of providing a program for siting review that people can participate in.
- Do we really need a dam?

- We need facts on costs, impacts, changes that will take place, with or without a dam.
- Do we need more energy?
- What is the need and purpose of the Task Force?
- What are the energy alternatives for our area?
- What are the options today for energy? Is additional energy absolutely necessary? What will a hydroelectric project cost? What are the public rights versus the private rights?
- What is the project's real cost? What do people in Husum, BZ, and Trout Lake want? Is the project necessary? If it is necessary, are there different sites that can be considered?
- What are the assumptions about energy use in the next 50 years and how are they related to the dam decision? What were the assumptions that led to the nuclear plant fiasco? Why has the White Salmon River received siting review?
- Project feasibility and long-term impacts are major concerns.
- What is the actual need for power? What are the alternative energy possibilities?
- We need cost estimates for the effective use of water for irrigation versus use for power.
- What is our power need and growth projection for county? What are the benefits to Klickitat County from any project? What is Klickitat County's energy plan and how does any project fit into it?
- We need more information.
- Does the project hinder the public right to life, liberty, and the pursuit of happiness?
- What is the economic feasibility of the project? More information must be made available to the public.
- We should investigate the need for more power and if we really need more. Can we build a dam and supply our own power cheaper than we can buy it from some other supply system?
- Is the project feasible and well-engineered or is it another WPPSS?
- Can we be free of Bonneville Power Administration? How much agricultural land (forest, farm, grazing) will be lost as a result of the project? What will be the economic impact to the county and individuals directly affected?
- What are the benefits and costs of the project proposed by the PUD? What are the PUD's intentions?
- What is the need for more power? We must consider citizens' emotional over-reactions.

- We must have a comprehensive energy forecast, with all alternatives considered—economic and cultural.
- Is there a need for more power in this country? Is there already an assumption or a made-up answer for power needs in the country? If there is a need, can we gain more understanding of the social and environmental impacts on the area?
- We need to develop some way to make the results of this Task Force's work to be based on credible data; and if the PUD rejects or ignores the results, we will be let down gently.

Item #9

Minutes of the Citizen Task Force Planning Committee Meeting

July 20, 1982

Memorandum of Agreement

Discussion on the memorandum of agreement focused on one key issue: the time allowed for completion of the public involvement program. The planning committee recommended that the program's completion date, indicated in the goals section of the memorandum of agreement, be extended. However, the planning committee recognized that a time extension may depend upon the flexibility of the time obligations the PUD faces with the Federal Energy Regulatory Commission (FERC). As the time requirements faced by the PUD are not clear to Task Force members, it was recommended that a PUD representative provide this information during the second Task Force meeting. Also, the Task Force should be informed of current PUD proposals or plans to fund a hydroelectric project feasibility study.

The planning committee recommended that a PUD representative be present at all future meetings of the Task Force and Steering Committee.

Steering Committee Selection

The planning committee recommended that Steering Committee members be selected on the basis of existing political districts in Klickitat County—districts one, two, and three. The district selection process should be ''weighted''; that is, the far western district should receive five members, with the two eastern districts receiving four members each. The district selection process should be weighted, because the impacts of a hydroelectric project would be greater to the western end of Klickitat County.

Selection of Steering Committee members should occur during the second Task Force meeting. Task Force members could meet in separate groups, representing their respective county districts, and select individuals for Steering Committee membership.

Task Force Issue Investigation

The planning committee discussed several issues and questions surrounding hydroelectric development on the White River Salmon River and grouped the major issues into four categories:

1. Environmental, social, and economic impacts resulting from hydroelectric development; an assessment of impacts to local land-use patterns.

2. A comprehensive, but concise, description of the hydroelectric project alternatives reviewed in the Bechtel report; a complete description of the regulatory process surrounding hydroelectric project siting; a complete description of the relationship between BPA and the PUD; a complete description of the authority and legal powers granted to the PUD by the state of Washington.

3. A complete evaluation of Klickitat County's future energy needs (also regional energy needs); a complete evaluation of all regional energy policy requirements or legislation affecting the PUD; a concise evaluation of past and present energy policy assumptions.

4. A complete evaluation of the economically viable energy options or alternatives available to the PUD.

Public Workshops and Presentations

The planning committee recommended that public workshops and presentations be held which address the four issue categories stated above. Knowledgeable individuals—from government agencies, utilities, state universities, etc.—should be asked to speak at the public workshops and presentations. Each public workshop or presentation should be held twice, once in Goldendale and once in White Salmon. This duplication of presentations will be necessary in order to encourage widespread public attendance.

All public workshop speakers should receive prior instruction concerning the text of their presentations; all presentations should be concise and easily understandable. Task Force members should be asked to identify specific questions of interest, and these questions should be made known to workshop speakers in advance of their presentations.

Planning Committee Particiaption

The planning committee appointed four of its members to outline recommendations to the Task Force at the second general meeting. These individuals and their subject areas include:

Mr. John Davis: Memorandum of Agreement
Mr. Jim Bull: Steering Committee Formation
Mr. Dick Brieghtol: Issue Investigation
Mr. Darrell Hanan: Public Workshops and Presentations

Second Task Force Meeting

The planning committee set the second Task Force meeting for 7:30 PM, Tuesday, July 27, 1982; at the Goldendale Middle School, Goldendale, Washington.

Recommendations for the Steering Committee

The planning committee made the following recommendations for the Steering Committee to consider:

1. The Steering Committee members should each receive a copy of the Bechtel report.

2. The Steering Committee should appoint a specific individual to prepare press releases and public information notices. The planning committee recommends that Bryan Rust be appointed to fulfill this obligation and that he work with the WSU facilitators.

3. A PUD representative should be present at all future Task Force and Steering Committee meetings.

Item #10

Klickitat County Public Involvement Program
Task Force Information

Enclosed for your information are minutes from the August 9 Steering Committee meeting, an up-date on Working Group activities, and a copy of the Memorandum of Agreement which has how been approved by all participants. In addition, please note the *important dates below:*

Field Trip: Saturday, August 21, 9:00 a.m. and 1:00 p.m. Meet at the U.S. Forest Service Ranger Station in Trout Lake.

Two field trips to the sites affected by the proposed White Salmon River Project will be led by facilitators for the public involvement program. The trips should last about 2+ hours. All Task Force members are encouraged to attend either the morning or afternoon field trip. We will need you to bring private cars and we'll car pool, meeting in Trout Lake and ending in White Salmon. We will drive people back to Trout Lake to get their cars.

Speakers Day: Saturday, August 28, 9:00 a.m. - 4:00 p.m. Community Center—White Salmon.

The Task Force requested speakers from agencies and other groups who can answer specific questions related to the proposed project. All speakers are invited to come on one day, so that the Task Force and the public can come to one event and hear a series of talks and panel discussions. There will be many formal and informal opportunities to ask questions as well as a slide presentation of the field trip for those who could not attend. A schedule with speakers names and topics will be distributed soon.

Please set this date aside and start telling friends.

Working Group Meetings (see memo attached)

#1 August 18, 7:30 p.m., Klickitat Valley Bank, White Salmon
#2 August 23, 7:30 p.m., Goldendale Middle School
#3 August 23, 7:30 p.m., Dallesport Community Center

Video Tape Presentation:

"Electric Power in the Pacific Northwest," DOVE-TV, August 14, 7:30 p.m.

This tape of Dr. Walt Butcher was prepared for Working Groups 3 and 4 and will be aired on TV this Saturday.

Item #11

August 11, 1982
All Task Force Members

Working Groups

Next Meeting

Working Group #1	7:30 p.m., Wednesday, August 18—White Salmon Klickitat Valley Bank
Working Group #2	7:30 p.m., Monday, August 23—Goldendale Middle School Library
Working Group #3-4	7:30 p.m., Monday, August 23—Dallesport Community Center

All Working Groups met for the first time on August 9. As determined by the Steering Committee, each group is investigating specific topics as listed below. *If you are interested in finding out what happened at the August 9 meeting,* call the facilitator listed with each group.

Please remember *everyone,* even non-task force members, may join a Working Group or attend Working Group meetings.

Working Group #1 is studying:

environmental, social, and economic impacts resulting from hydroelectric development, assessment of impacts on local land-use patterns.

Members:
John Doe
111-1111
Jane Doe
333-1212
John Doe
321-1234

Jane Doe
222-2222
John Doe
444-3232
Jane Doe
123-4321

Working Group #2 is studying:

hydroelectric alternatives identified by Bechtel, regulatory process surrounding hydroelectric project siting, relationship of

BPA to PUD, authority and legal powers granted to the PUD by Washington state.

Members:

Jane Doe 555-2121	John Doe 555-3232
John Doe 654-5432	Jane Doe 876-5678
Jane Doe 887-0987	John Doe 778-1256

Working Group #3 is studying:

Klickitat County's future energy needs (also regional energy needs), regional energy policy requirements and legislation affecting the PUD, past and present energy policy assumptions.

Working Group #4 is studying:

economic viability of energy or alternatives available to the PUD.

Note that Working Groups #3 and #4 are meeting together.

Members:

John Doe 343-3333	Jane Doe 434-5656
J. Doe 878-9999	John Doe 909-3111
Jane Doe 888-7667	John Doe 555-4332
John Doe 222-0009	Jane Doe 999-6546

Item #12

Memorandum of Agreement

A Public Participation Program for Reviewing the Proposed White Salmon River Hydroelectric Project in Klickatat County

May, 1982

Approvals:

Citizen Steering Committee	Klickitat County P.U.D. Commissioners
____________________	____________________
____________________	____________________
____________________	____________________
____________________	
____________________	
____________________	

Chairman, Department of Rural Sociology Washington State University	Project Facilitator
____________________	____________________

Memorandum of Agreements

A Public Participation Program for Reviewing the Proposed White Salmon River Hydroelectric Project in Klickitat County

The following agreements outline the responsibilities and duties of the major participants in the Klickitat County Public Participation program. This program focuses specifically on the proposal to build a hydroelectric project on the White Salmon River.

Program participants—citizen representatives, public utility district officials, and program facilitators—agree to support the basic goals of the citizen participation program. These goals include:

1. The public must be involved during the final consideration process, rather than being asked to approve a decision that has already been made.
2. The public participation program must be supported by local public officials, community leaders, and the general public, so that it becomes an integral part of the community rather than being imposed on it by outsiders.
3. The program must facilitate and encourage two-way dialogue between concerned citizens and public officials so that all parties will be fully aware of different needs and concerns.
4. Through an active collaborative process, the community must follow a comprehensive plan specifying how the public participation program will be conducted, so that all participants understand and agree on what is to be done.
5. Citizens and agency officials must be assured of equal access to technical expertise and factual information pertaining to the siting issue.
6. The PUD Commissioners will receive a summary report drafted by the Citizens' Committee to be completed by September 15, 1982. The summary report will outline factors favoring and opposing the project and related project alternatives.

In addition to the goals stated above, program participants recognize the need to accept specific responsibilities. Such responsibilities are listed below.

Public Utility District Responsibility

1. The PUD Commissioners will provide reasonable access to all available information concerning the project.
2. The PUD Commissioners will contribute technical assistance and reasonable financial aid for preparing and distributing project information.

3. The PUD Commissioners will not take any actions during the citizen participation program which would commit the PUD to a decision to approve or disapprove of the siting proposal.
4. The PUD Commissioners will attend a public forum at the end of the citizen participation program. Citizens' Committee leaders will present the findings of the citizen participation program at this forum.
5. The PUD Commissioners will receive and respond formally to the summary report.

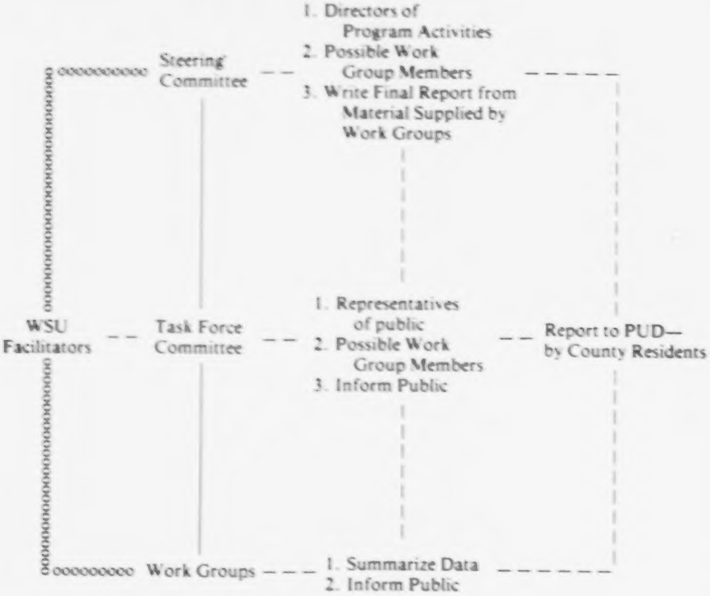
Citizen Representative Responsibility

1. County residents serving on the Citizens' Committee and project-related working groups are willing to be fully informed about the siting proposal or aspects of the issue which they are reviewing.
2. Citizens' Committee and working group members will share all project-related information they receive with other citizens serving on program-related committees and general public.
3. Citizens' Committee and working group members will support the goals of the citizen participation program as outlined on the attached sheet.
4. The Citizens' Committee will prepare a summary report that will be presented to the PUD Commissioners. The summary report will outline factors favoring and opposing the project and related project alternatives.

Facilitator Responsibility

1. A full-time facilitator, assisted by faculty and staff of Washington State University, will provide professional leadership of the citizen participation program.
2. The facilitator, along with WSU faculty and staff, will provide technical assistance for implementing the citizen participation program.
3. The facilitator will provide assistance in the preparation and distribution of project-related information from all relevant sources.
4. The facilitator will assist in conducting a citizen participation program promoting citizen participation throughout Klickitat County.
5. The facilitator will assist in conducting a citizen participation program that promotes extensive information exchange among all participants and an intensive educational process which addresses all project issues.

6. The facilitator will assist the Citizens' Committee in preparing a summary report that will be presented to the PUD Commissioners. The summary report will outline factors favoring and opposing the project and related project alternatives.


1. Directors of Program Activities
2. Possible Work Group Members
3. Write Final Report from Material Supplied by Work Groups
Steering Committee
WSU Facilitators
Task Force Committee
1. Representatives of public
2. Possible Work Group Members
3. Inform Public
Report to PUD— by County Residents
Work Groups
1. Summarize Data
2. Inform Public

KLICKITAT COUNTY PUBLIC INVOLVEMENT PROGRAM STRUCTURE

Item #13

Saturday, August 28
9 A.M. TO 4 P.M.
Community Center Auditorium
White Salmon, Washington

The Citizen Task Force of the Klickitat County Public Involvement Program requested speakers from agencies and other groups who can answer specific questions related to the proposed hydroelectric project on the White Salmon River. All speakers are being invited to come on one day, so that the Task Force and the public can come to one event and hear a series of talks and ask questions.

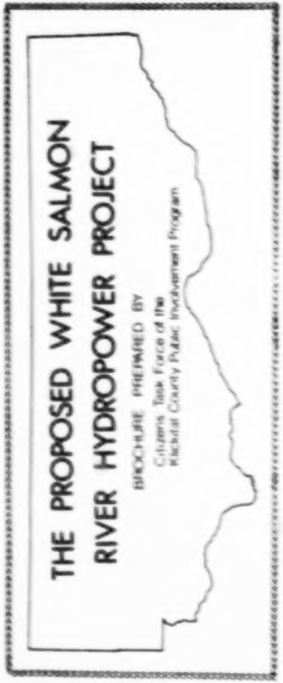
Morning Session

- MR. PAUL TERRELL, Bechtel Project Director, White Salmon River Project
- MR. JOHN MEERSMAN, Bechtel Environmental Specialist
- DR. ELDON FRANZ, Environmental Scientist, Washington State University
- MR. SAM WRIGHT, Director of Habitat Management, Washington State Department of Fisheries

Afternoon Session

- MS. NOREEN LEARY, Snake River Area Power Manager, Bonneville Power Administration
- DR. WILLIAM FREUDENBURG, Social Impact Assessment Specialist, Washington State University
- MR. LES TUMIDAJ, Associate Energy Planner and Environmental Scientist, Lane County Council of Governments
- Representatives from the Washington State Energy Office.

Item #14



THE PROPOSED WHITE SALMON RIVER HYDROPOWER PROJECT

BROCHURE PREPARED BY
Citizens Task Force of the
Klickitat County Public Involvement Program

KLICKITAT COUNTY PUBLIC UTILITY DISTRICT'S WHITE SALMON RIVER HYDROELECTRIC POWER PROJECT

In August 1980 the Klickitat County Public Utility District (PUD) received a three-year preliminary permit from the Federal Energy Regulatory Commission (FERC) to study the feasibility of constructing a hydroelectric power project on the White Salmon River in western Klickitat County.

In April 1981 the PUD authorized Bechtel Civil and Minerals, Inc. of San Francisco to determine whether or not such a project would be practical under current economic, institutional (social), and environmental conditions.

In November 1981 Bechtel completed its Phase 1 Conceptual Planning Report which considered three "storage alternatives" (i.e., dams with reservoirs) and three "run-of-river alternatives" (i.e., spillway dams that divert some river water). Of the six alternatives considered, Bechtel recommended "Run-of-River Alternative C."*

SUMMARY OF THE PROPOSED PROJECT, "RUN-OF-RIVER ALTERNATIVE C"

This alternative consists of a diversion dam at about River Mile 21 (approximately four miles down-river of the City of Trout Lake), a single powerhouse on the northern tip of Northwestern Lake (38 megawatt (MW) installed capacity), and about 15 miles of large diameter buried pipeline and penstock. The proposed diversion dam is a 35 foot high, 105 foot long concrete gravity dam and spillway at 1600 foot elevation. It would be situated about 3/4 mile east of County Highway 141. A concrete intake structure will be located in the right abutment of the dam and will divert water into a 500 foot long, 14 foot diameter tunnel. This tunnel is to serve as a diversion tunnel during construction and will later lead into a 9 foot diameter steel pipeline, lined, coated, and buried for its entire length of about 13 miles (69,400 feet). This pipeline would follow the elevation contours on the slopes west of the White Salmon River and then drop down to the Northwestern Lake Powerhouse its final 7,000 feet (See Project Site Map).

ECONOMIC EVALUATION OF THE PROPOSED PROJECT

The Bechtel report (Table 2-4, pg. 2-12) provides the following economic summary of the proposed project. The financing basis of these estimates is 30 year tax-exempt bonds at 12 and 14 percent annual interest and a cost basis in mid-1981 dollars.

[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]	[illegible]	[illegible]

THE KLICKITAT COUNTY PUBLIC INVOLVEMENT PROGRAM, THE PUD, AND YOU

In order to obtain needed public input, a county-wide public involvement task force has been assembled to investigate the need for a power project and the critical issues surrounding the development of any project on the White Salmon River. Staff of Washington State University are assisting members of the Task Force in carrying out the public involvement program. The PUD Commissioners have agreed not to make any decisions committing the PUD to further action until the Task Force has completed its report in late September. The Task Force, comprised solely of Klickitat County residents from all walks of life, is actively seeking your input. Questions about the hydropower project alternatives, the Task Force, or your involvement in the program may be directed to:

Darryll Olsen
Klickitat County Public
Involvement Program
773-5200 (Goldendale)
[illegible] (WSU, Pullman)

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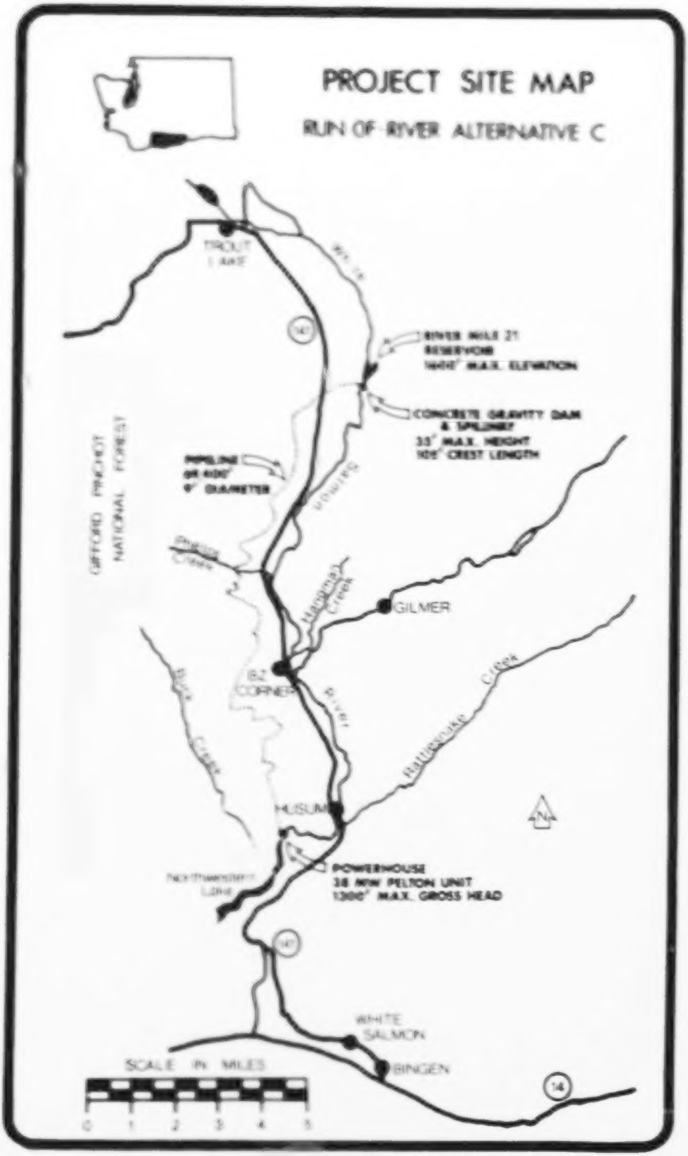
*A copy of the Bechtel report, which includes descriptions of the other alternatives, is available for public review at the Klickitat County Public Library in Goldendale.

BEST COPY AVAILABLE



PROJECT SITE MAP

RUN OF-RIVER ALTERNATIVE C

TROUT LAKE
WS 16
141
RIVER MILE 21
RESERVOIR
1601' MAX. ELEVATION
CONCRETE GRAVITY DAM
& SPILLWAY
33' MAX. HEIGHT
105' CREST LENGTH
PIPELINE
69,400'
9' DIAMETER
Salmon
GIFFORD PINCHOT NATIONAL FOREST
Phelps Creek
Hangman Creek
GILMER
BZ CORNER
River
Buck Creek
Rattlesnake Creek
N
HUSUM
POWERHOUSE
38 MW PELTON UNIT
1300' MAX. GROSS HEAD
Northwestern Lake
141
WHITE SALMON
BINGEN
14
SCALE IN MILES
0
1
2
3
4
5

Item #15

Selected Results of the "Energy and the Future Survey" for Klickitat County

Department of Rural Sociology
Washington State University
August 26, 1982

A survey was sent to a random sample of Klickitat County residents during June, 1982. Although questionnaires are still being received, 336 (65%) have been returned at this time. This survey asked questions about a number of energy issues in the United States and Washington, and also about the Klickitat County PUD's proposed construction of a low-head hydroelectric generating facility on the White Salmon River. This paper gives a brief summary of some of the survey results concerning the PUD's proposed project.

In general, 148 (44%) of those sampled felt they had little or no information regarding the project, slightly fewer (135 - 40%) felt they had a moderate amount of information, and 32 (9.5%) thought they had a lot of information. Specific questions concerning the project indicate that, in many instances, a large number of people were unsure about various aspects of the project. When asked what the project involved, 113 (33.6%) thought it involved the flooding of a small amount of land, 47 (14.0%) accurately indicated that it involved an underground pipeline, and 131 (39.0%) were unsure. People accurately indicated where the PUD gets its power, with 206 (61.3%) saying it was purchased from Bonneville Power Administration (BPA). However, 51 (15.2%) said it was partly received from BPA and some other dams, while 61 (18.2%) were unsure. Many people did not know how the cost of electricity from the project would compare to the cost of electricity from nuclear facilities (157, 46.7%), but a fairly large share of the people thought that it would cost somewhat less (118, 35.1%). When asked about the total costs of the project, a very large number (263, 78.3%) did not know what it would cost and 30 (8.9%) accurately indicated it was estimated to cost $88 million.

Other more general questions were asked regarding the project. A very large number (276, 82.1%) did not attend any of the PUD meetings on the project. Many (113, 33.6%) were unsure of the major reason for the PUD wanting to build the project, whereas 80 (23.8%) thought the reason was to generate electricity from a renewable resource. Almost equal numbers thought the project was supported because of its low-cost electricity and the need for energy self-sufficiency in the county. The sources that people were most likely to rely upon for information concerning the project were: (1) local newspapers—99 (29.5%), (2) Friends of the White Salmon—58 (17.3%), (3) the PUD officials—53 (15.8%), and (4) a number were unsure—48 (14.3%). When asked if a citizen participation program was an effective way of making the views of Klickitat County residents known to the PUD officials, 227 (67.6%) said it was either definitely or probably effective. Some people thought it would not be an effective means of making residents' views known (61, 18.2%).

A couple of opinion questions were also asked. The first was whether Klickitat County could meet its future energy needs through conservation or through the acquisition or generation of more electricity. Many (171, 50.9%) thought more electricity would be needed and 93 (27.7%) thought that conservation would help to fulfill the county's needs. The second question asked what effects the people thought the project might have on the environment. A large number (104, 31.0%) thought the project would be seriously harmful, 119 (35.0%) thought it would be slightly harmful, and 59 (17.6%) thought there would be no harm.

Overall, 66 people (19.6%) strongly favored the PUD's proposed project, 55 (16.4%) mildly favored it, 42 (12.5%) were neutral about the project, 31 (9.2%) mildly opposed it, and 91 (27.1%) strongly opposed it. Put in more general terms, 36.0% favor the project and 36.3% oppose the project, while 12.5% are neutral about it.

Item #16

Summary of Questions Answered
at Task Force Speaker's Day

1. What is the major obstacle to developing a new hydroelectric project?

   For small utilities such as the Klickitat PUD, the main problem is marketing surplus power from the project. (Gil McCoy, Washington State Energy Office)

2. Can the Bonneville Power Administration purchase power from a new hydro electric project?

   Bonneville's position toward purchasing new resources is uncertain at present. Under current forecasts, Bonneville sees no need for new resources until the late '80s or early '90s. The agency also is awaiting the regional power plan, a draft of which is due late this year from the Northwest Power Planning Council. The council is conducting an assessment of present and proposed resources, which will be incorporated into the regional plan to help identify future resources for acquisition by Bonneville. (Noreen Leary, Bonneville Power Administration)

3. Has the White Salmon River project been reviewed for cost-effectiveness by Bonneville?

   No, it has not. It was submitted when Bonneville issued a request for new resources last year, but was rejected from consideration because it was not far enough along in the licensing project. The 22 projects the agency did review were subsequently turned away, at least for the present, because of the lower growth forecast in this year's power forecast. (Leary)

4. What factors did Bonneville examine on the 22 projects?

   The four criteria used by Bonneville were: (1) levelized resource cost of less than 35 mills (3.5 cents) per kilowatt-hour over the life of the project (the 50-year licensing period for hydro projects), (2) a nominal cost (the cost at which the surplus could be sold out of the region) in the first year of around 30 mills (3.0 cents) per kilowatt-hour, (3) the bulk of production must come on line in the late 1980s, *or* (4) the resource would be lost to the region if not developed for Bonneville. (Leary)

5. How attractive is the White Salmon River project for future acquisition by Bonneville?

   The attractiveness of the project, on a cost basis, is undeterminable at present. The figures on project cost prepared by Bechtel in its conceptual report must be converted to Bonneville-type figures for levelized cost, using the same methodology Bonneville uses. Once that is done, then the project can be evaluated for long-term cost against other proposed resources in the region. (McCoy)

6. Why are the figures different?

   The real benefits of hydro power are realized after the debt incurred for construction is retired. Then the project produces power with minimal operation and maintenance costs. That is why it is necessary to evaluate the cost over the long term, not just over the debt-service period as done in the Bechtel report. (McCoy)

7. If Bonneville will not purchase the power from a project, what options does a small utility have for marketing power?

   Some small utilities desiring to develop their own hydro projects have taken on a larger utility as a partner. Such an agreement allows the larger utility to purchase surplus power from the project without the need for Bonneville to purchase and market the power. (McCoy)

8. If the PUD's preliminary permit to study the project runs out before the PUD is ready to apply for a license to construct, could it refile for another preliminary permit?

   It could, but it is uncertain whether the Federal Energy Regulatory Commission would grant another preliminary permit. The commission is development oriented and would try to find an applicant more willing to develop the project. (McCoy)

9. Is it likely that FERC will change its attitude to allow the Northwest Power Planning Council to "plan for uncertainty" by allowing utilities to plan projects up to the construction phase, then shelve the projects for their own use until they are needed by the region?

   The regional power council might approach the commission with the possibility of allowing greater regional control of power development, but FERC probably will not change its policies. (McCoy)

10. In Bechtel's conceptual plan for alternative C, why was a minimum stream flow at the diversion dam near Trout Lake set at 20 cubic feet per second?

    The Bechtel study assumed an operating regime that maximized power production from the project. The 20-cfs figure was chosen to protect the resident fish population below the dam site. The 20-cfs figure also was used on a similar project on the Sultan River, where no anadromous fishery presently exists. If anadromous fish runs are to be restored in the river, significant study would be required to determine requirements for flow and passage at the diversion dam as well as conditions at the powerhouse site. (John Meersman, Bechtel environmental specialist)

11. What is the effect of the diversion downstream from the proposed dam site?

    The stretch of the White Salmon River below the proposed dam is a gaining reach, where much water enters the river. This amount of water is considerably more than the surface drainage would suggest, indicating that a lot of ground water is entering the river. The inflow of water below the dam is significant enough that the impact of the diversion is mitigated downstream and would hardly be noticeable to a casual observer at Husum during the summer months, when smaller amounts of water would be diverted at the dam. (Paul Terrell, Bechtel project director)

12. Would anadromous fish be able to swim upstream in a flow of 20 cubic feet per second?

    The most likely fish that would travel as far upriver as the proposed dam site are steelhead, since salmon could not overcome obstacles near BZ Corners. Whether fish could migrate upstream under certain conditions is best determined by the fish themselves and is not easily determined by study. (Sam Wright, Washington Department of Fisheries)

13. What is the most significant social impact from the proposed project?

    Aesthetics and quality of life would be most seriously affected. Aesthetics includes the values of local residents toward impacts and how they feel about the impacts. The quality of life also involves local values, and how people view the project and its effects on their life styles. These impacts, while most important, also are the most difficult to quantify and evaluate. (Dr. William Freudenburg, Washington State University social impact assessment specialist)

14. What are some factors local residents should consider in planning the project and assessing impacts?

    An environmental impact statement is basically a forecast of what might happen if a project is carried out. While it is valuable to planning and regulatory agencies, it is not the only thing local residents should consider. These residents should be involved in "futuring" as well as forecasting, or planning to deal with impacts. "Futuring" involves not only forecasting what might occur if present assumptions are carried out, but also how those assumptions might be changed in the years to come. (Dr. Eldon Franz, Washington State University environmental scientist)

15. How big a construction force would be required to build alternative C of the White Salmon River project?

    A ballpark figure, without the benefit of professional cost estimators, is about 150 workers over an 18-month period. This figure might vary if, for instance, the contractor decided to do as much work as possible during the summer months. Most of these skills required would be available "locally," but for such a project, the local area from which workers would be drawn would extend as far away as Portland. (Terrell)

16. Is conservation an option for the Klickitat PUD?

    Yes. Conservation is one of the major provisions of the regional power act passed in 1980. The act gives Bonneville the authority to acquire conservation as any other resource, under the assumption that conservation makes additional power available to offset the need for new generation. The act also gives a 10 percent price edge to conservation, which would require Bonneville to purchase conservation even if it cost 10 percent more than the cheapest new generation available. Conservation also helps "slow down the meter" for a community, allowing energy money to be spent locally, where much of the skills required for implementing conservation measures are available, rather than outside the community to purchase additional power. (Les Tumidaj, associate energy planner, Lane County Council of Governments)

17. What measures can provide significant savings in homes?

    Two major areas exist for home conservation: electric heating and electric hot water heating. In single- and multi-family residences as well as in mobile homes, a savings of 25 percent or more might be realized with new conservation measures in existing residences. Simply wrapping hot water heaters with insulation can bring a 10 percent savings, and shower flow restrictors can save energy as well, although they are not popular. Other areas in which savings could be realized are home appliances, where education could promote greater use of more efficient appliances, and in new construction, where 50 to 65 percent reductions in space heating requirements could be realized. (Tumidaj)

18. What measures are available to provide savings in the commercial and industrial sectors?

    The areas for conservation in these sectors are diverse, depending on the facilities in existence. Changes in operations and maintenance practices, lighting, heating, insulation and energy use monitoring all offer possibilities in the commercial sector. Energy-conservation-oriented building codes also offer potential for inducing savings in new commercial construction. Industrial conservation also is attractive but must be assessed on an industry-by-industry basis. (McCoy)

19. What do we need to do to be successful at conserving energy?

    The main problem in implementing conservation measures is market penetration. People have to be convinced to undertake these measures. Three problems have existed for utilities: (1) electricity has been too cheap, (2) reliable information is hard to find, and (3) there is a problem financing conservation measures. The first problem is taking care of itself in the form of rising rates, which provide an incentive to conserve. Solving the last two require that utilities undertake an aggressive marketing effort to educacate their customers, and even provide financing for some projects, such as in the Klickitat PUD's home weatherization program. (Tumidaj)

20. How should conservation programs be planned?

    Since conservation is a community project, the utility should work with the county planning department to plan community efforts. Attempts should be made to hire an energy planner/conservation planner for the county, to work for the planning department with the PUD. Planning grants are available from the Bonneville Power

Administration, which recognizes the need for community planning in conservation. (McCoy)

Table 1. How informed do you feel about the issues involved in this proposed project?

Response	School District Number										No District Given	Total
	94	203	215	400	401	402	403	404	405	406		
1. Poorly Informed	0	8	3	3	6	5	5	49	45	9	15	148
2. Moderately Informed	0	7	2	7	1	10	3	36	51	7	11	135
3. Well Informed	0	0	0	4	1	2	0	5	17	1	2	32
4. Unsure	0	0	0	1	0	0	0	2	2	1	5	11
Missing	0	0	0	0	1	0	0	1	1	0	7	10
Total	0	15	5	15	9	17	8	93	116	18	40	336

Table 2. Which one of the following does the current proposal involve?

Response	School District Number										No District Given	Total
	94	203	215	400	401	402	403	404	405	406		
1. Flooding a Small Amount of Farmland	0	5	1	3	3	10	4	31	42	4	10	113
2. Developing a Recreational Area	0	1	0	3	0	0	0	4	4	1	1	14
3. Building an Underground Pipeline	0	1	1	9	1	1	1	2	24	1	6	47
4. Unsure	0	8	3	0	4	4	3	51	31	12	15	131
Missing	0	0	0	0	1	2	0	5	15	0	8	31
Total	0	15	5	15	9	17	8	93	116	18	40	336

Table 3. From where does Klickitat County PUD presently obtain its electricity?

Response	School District Number 94	203	215	400	401	402	403	404	405	406	No District Given	Total
1. All From the Bonneville Power Administration (BPA)	0	10	3	9	7	12	7	62	63	13	20	206
2. Part from BPA and Part from Other Dams	0	3	2	1	0	0	1	9	30	1	4	51
3. Part from BPA and Part from A Coal-burning Plant	0	0	0	0	0	0	0	0	0	1	0	1
4. Unsure	0	2	0	5	1	4	0	19	18	3	9	61
Missing	0	0	0	0	1	1	0	3	4	0	7	17
Total	0	15	5	15	9	17	8	93	116	18	40	336

Table 4. How would the cost of electricity produced by the proposed hydroelectric project compare with the cost of electricity from a nuclear generating facility

Response	94	203	215	400	401	402	403	404	405	406	No District Given	Total
					School District Number							
1. Somewhat Less Costly	0	4	3	4	3	7	4	29	43	8	13	118
2. About the Same Cost	0	3	0	3	0	2	0	5	11	2	1	27
3. Somewhat More Costly	0	1	0	1	0	1	0	4	3	0	2	12
4. Unsure	0	7	2	7	4	5	4	51	53	8	16	157
Missing	0	0	0	0	2	2	0	4	6	0	8	22
Total	0	15	5	15	9	17	8	93	116	18	40	336

Table 5. The total capital cost of the proposed project is expected to be about how much?

Response	94	203	215	400	401	402	403	404	405	406	No District Given	Total
					School District Number							
1. $44 Million	0	0	0	0	0	2	0	2	2	1	0	7
2. $66 Million	0	0	0	0	0	1	0	3	5	0	2	11
3. $88 Million	0	1	1	7	0	1	0	4	9	1	6	30
4. Unsure	0	14	4	8	7	11	8	80	91	15	25	263
Missing	0	0	0	0	2	2	0	4	9	1	7	25
Total	0	15	5	15	9	17	8	93	116	18	40	336

Table 6. Have you attended any meetings sponsored by the Klickitat County PUD concerning the proposed White Salmon River project?

					School District Number						No	
Response	94	203	215	400	401	402	403	404	405	406	District Given	Total
1. No Meetings	0	11	5	5	7	14	8	87	98	18	23	276
2. One or Two Meetings	0	4	0	6	1	0	0	5	14	0	5	35
3. Three or More Meetings	0	0	0	4	1	1	0	0	0	0	3	9
Missing	0	0	0	0	0	2	0	1	4	0	9	16
Total	0	15	5	15	9	17	8	93	116	18	40	336

Table 7. Which one of the following is the major reason offered by PUD officials in support of the proposed project?

Response	School District Number 94	203	215	400	401	402	403	404	405	406	No District Given	Total
1. Provide Low-cost Electricity for the County	0	1	1	4	2	3	1	15	19	5	4	55
2. Eventually Make the County Self-Sufficient in Energy	0	4	0	6	1	3	0	12	23	6	4	59
3. Generate Electricity from a Renewable Resource	0	4	3	1	2	5	1	23	32	3	6	80
4. Unsure	0	6	1	3	1	5	6	38	34	3	16	113
Missing	0	0	0	1	3	1	0	5	8	1	10	29
Total	0	15	5	15	9	17	8	93	116	18	40	336

Table 8. Which one of the following groups and organizations are you most likely to rely on for information concerning the proposed White Salmon River project?

	School District Number											
Response	94	203	215	400	401	402	403	404	405	406	No District Given	Total
1. PUD Officials	0	4	1	3	3	3	0	20	13	4	2	53
2. Other Public Officials	0	1	0	1	0	1	0	9	9	1	1	23
3. Friend of the White Salmon River	0	4	1	3	0	4	2	10	23	2	9	58
4. The Local Newspaper	0	2	1	5	1	5	2	25	38	5	15	99
5. Your Friends	0	0	1	0	1	1	3	3	3	1	0	13
6. Other	0	0	0	0	0	0	0	0	1	0	0	1
7. Unsure	0	3	0	1	2	1	1	17	14	4	5	48
Missing	0	1	1	2	2	2	0	9	15	1	8	41
Total	0	15	5	15	9	17	8	93	116	18	40	336

Table 9. Do you think a comprehensive citizen participation program offers an effective way of making the views of Klickitat County residents on the proposed White Salmon River project known to the PUD officials?

Response					School District Number							
	94	203	215	400	401	402	403	404	405	406	No District Given	Total
1. Definitely Yes	0	5	0	5	1	6	1	24	33	7	11	93
2. Probably Yes	0	6	3	5	4	7	5	43	40	9	12	134
3. Probably Not	0	1	2	4	2	1	0	11	24	2	5	52
4. Definitely Not	0	0	0	0	0	0	0	5	3	0	1	9
5. Unsure	0	3	0	1	1	1	2	8	10	0	5	31
Missing	0	0	0	0	1	2	0	2	6	0	6	17
Total	0	15	5	15	9	17	8	93	116	18	40	336

Table 10. In your opinion can Klickitat County meet all of its future electricity needs through conservation, or will it be necessary to generate or acquire more electricity in some way?

Response					School District Number							
	94	203	215	400	401	402	403	404	405	406	No District Given	Total
1. Conservation Will Be Adequate	0	5	2	7	4	6	3	23	30	7	6	93
2. Must Generate or Acquire More Electricity	0	8	3	5	3	8	3	51	63	7	20	171
3. Unsure	0	2	0	3	1	2	2	16	19	4	7	56
Missing	0	0	0	0	1	1	0	3	4	0	7	16
Total	0	15	5	15	9	17	8	93	116	18	40	336

Table 11. Do you think the proposed White Salmon River hydroelectric project would SERIOUSLY HARM the natural environment, SLIGHTLY HARM the environment, or DO NO HARM to the environment?

	School District Number										No District Given	Total
Response	94	203	215	400	401	402	403	404	405	406		
1. Seriously Harm	0	4	3	10	2	5	3	21	39	5	12	104
2. Slightly Harm	0	7	1	3	2	6	3	37	47	5	8	119
3. Do No Harm	0	3	0	1	4	5	1	14	19	5	7	59
4. Unsure	0	1	1	1	0	0	1	19	6	3	7	39
Missing	0	0	0	0	1	1	0	2	5	0	6	15
Total	0	15	5	15	9	17	8	93	116	18	40	336

Table 12. All things considered, do you favor or oppose the proposed White Salmon River hydroelectric project?

	School District Number										No District Given	Total
Response	94	203	215	400	401	402	403	404	405	406		
1. Strongly Favor It	0	4	1	0	3	6	1	16	23	3	9	66
2. Mildly Favor It	0	1	0	3	0	2	1	22	18	2	6	55
3. Neutral Toward It	0	2	2	1	1	1	2	13	12	3	5	42
4. Mildly Oppose It	0	1	0	1	1	1	1	7	13	3	3	31
5. Strongly Oppose It	0	3	2	9	2	5	3	15	38	4	10	91
6. Unsure	0	4	0	1	2	1	0	19	9	3	1	40
Missing	0	0	0	0	0	1	0	1	3	0	6	11
Total	0	15	5	15	9	17	8	93	116	18	40	336

Appendix B

Citizen Involvement Techniques

A wide variety of specific techniques exist to facilitate participation during a citizen involvement program. In this section, several citizen involvement techniques are categorized according to their three main objectives: information dissemination and issue understanding, citizen/government or industry interaction in planning, and decision making.

Information-dissemination and issue-understanding techniques are used to facilitate answering questions that are presented by community residents and representatives of the private sector and government agencies that have interests in a proposed action. Issue understanding is emphasized to stress the importance of communicating complex and technical information in ways which can be easily understood, thereby minimizing confusion that can lead to conflict. Information-dissemination and issue-understanding techniques should be tailored to the needs of local communities and should be as practical as possible, for without an efficient means of exchanging information, planning can become one-sided, and decision-making can become biased. Some of these techniques offer the opportunity for groups with diverse interests to become acquainted in an informal setting—a kind of "breaking-the-ice."

Citizen/government or industry interaction techniques involve direct communication among the major interest groups, and these techniques tend to highlight the perspectives of each party and the degree of mutual agreement or dissent. Here, communication is the primary medium for assessing alternatives and for reaching partial consensus. Such an exchange can result in a better understanding among participants of why differing views are expressed.

After a sufficient amount of review and discussion has occurred, decision-making techniques become important to the successful completion of a citizen involvement program. These techniques draw upon a citizen group's experience, knowledge, and organizational structure, and focus the members' attention upon the resolution of a particular problem or the attainment of a key objective. Decision-making techniques reveal the ability of a community to respond to outside challenges. Techniques that allow a community to organize and govern itself, will significantly influence government and industry representatives to accept collaborative planning.

The following techniques are organized to provide easy reference. Each technique is briefly discussed and its advantages and disadvantages are highlighted. After this material, a selected bibliography is provided for persons needing further details about specific techniques.

Information Dissemination and Issue Understanding

Brainstorming: The citizen involvement program coordinator conducts a meeting in which comments are solicited about a specific topic. Another person records the comments on butcher paper, a blackboard, or an overhead projector, so that the comments are clearly seen and acknowledged by all participants. The comments are not evaluated but are sorted into topical categories. The participants are then split into groups, and each group evaluates a specific category.

Advantages	Disadvantages
* Is a fairly quick and easy means to inventory major issues, public concern, and feelings. * Provides a setting where participation in future activities may be announced and discussed.	* Primarily a one-way interaction, with public expressing views. * Can result in a confrontation situation. * Participants may not be representative.

Breakfast Meeting: This is a regularly scheduled and centrally located meeting designed for informal dialogue between the project developers, facilitators, and the public. Listening to public concerns is the primary role of the developers and facilitators. Comments may be recorded, summarized, and sent to other participants.

Advantages	Disadvantages
* Provides an informal atmosphere. * Helps agency/industry keep a "pulse" on public concerns and feelings.	* May limit low-income people's attendance. * Noises and dining activities may hinder information collection.

	* Primarily a one-way interaction, with public expressing views. * The number of participants must be kept small.

Direct Mailing: Brochures or "mini-reports" can be mailed directly to citizens who live in the subject community. All brochures and reports should contain a common package of information which outlines specific technical considerations, possible alternatives, and other pertinent factors, and also provides the names, addresses, and telephone numbers of individuals, organizations, or agencies who can provide further information.

Advantages	Disadvantages
* Distributes information to a large number of people—an effective and widespread means of communication.	* A one-way technique; that is, agency and technical experts are sending information to the community but are not receiving any feedback. * Offers limited citizen/agency or industry contact. * Requires extensive preparation, and can be moderately expensive.

Fast Forum Technique: The fast forum technique involves a series of brief surveys that collect citizen feedback on specific ideas or actions. It asks for only "yes" or "no" answers to concise questions. The surveys can be distributed by local organizations or they can be mailed directly. The surveys are periodically distributed throughout the community during the policy-making process in order to solicit immediate public response.

Advantages	Disadvantages
* Allows decision-makers to "keep their fingers on the pulse" of public opinion.	* Is subject to short-term citizen perceptions and doesn't necessarily represent the collective view of the community.

	* Individuals may become apathetic about responding to several surveys and give false responses or not return the surveys. * Is strictly a one-way method to collect information.

Field Trip: Either buses are provided or carpools are arranged for transportation to the area where the proposed project is to be conducted. An on site examination is then conducted, where the guide, staff specialists, and outside experts provide information about the proposed location, activities, and possible effects, and they answer any questions that may be raised.

Advantages	Disadvantages
* Provides firsthand knowledge of site: geology, flora and fauna, etc. etc. * Printed materials related to the site and proposed action can be distributed. * Provides an informal setting for discussion.	* Requires much planning for advance notice, transportation, accessibility, etc. * Weather may interfere with the trip. * Physical condition and capabilities of participants needs to be taken into account. * A number of experts may need to be present to answer questions. * Citizen/agency or industry interaction is minimal. * Insects, noises, and other factors may inhibit group interaction.

Hotlines: Hotlines provide a ready source of information which citizens can obtain at their convenience. Government agencies or community organizations can hire hotline personnel to answer questions, direct individuals to the proper sources, and register names for specific mailing lists.

Advantages	Disadvantages
* Allow for quick information dissemination. * Can serve as a means of receiving citizen input.	* Primarily a one-way information exchange technique. * Provide limited citizen/agency or industry contact. * Can be expensive to operate.

Information Centers: Such centers are well-publicized spots where public information can be easily obtained. They can be formal centers, established exclusively to disseminate information, or they can be informal areas where citizens normally gather, such as banks, barber shops, taverns, stores, etc.

Advantages	Disadvantages
* Allow quick and easy accessibility to information. * Represent agency's or industry's desire to make information accessible. * Can be staffed by professionals who are capable of giving accurate information or providing correct information sources to the public.	* Provide marginal citizen/agency or industry contact and communication. * Require careful planning and substantial effort. * Can be costly in terms of personnel and informational material expenses. * Can provide misinformation if not staffed by knowledgeable personnel.

Information Seminars: Information seminars bring together, in a face-to-face setting, all interested parties who are affected by potential development. In this relatively informal setting, citizens and government and industry representatives can ask questions, present specific technical information, and freely discuss alternatives and impacts upon the community. Technical advisors and program facilitators should always be present in order to answer questions and moderate discussion.

Advantages	Disadvantages
* Provide a two-way information exchange medium.	* Can become confrontation meetings between opposing

* A high degree of citizen agency contact is achieved.	interests, rather than free information-and-discussion settings, unless participant discussion is guided by a neutral moderator.
* Problems and alternatives can be freely discussed without the need, or the social and political pressure, to arrive at formal decisions.	
* The information given helps to build community awareness.	

Informal Group Discussions: Informal group meetings consist of small discussion groups which involve community leaders, general citizens, agency officials, and any combination thereof. Their primary purpose is to present information, analyze community needs, outline community opinions, and discuss ideas for stimulating community awareness of key issues.

Advantages	Disadvantages
* Can begin the initial process of information exchange and community needs assessment among community leaders and agency and industry representatives.	* Informal group meetings seldom reflect community-wide representation.
* Their informal nature encourages a high degree of intimate citizen/agency or industry contact.	
* Individuals who would remain silent under more formal conditions express opinions.	

Mass Media: This technique is the planned and systematic use of major media, such as news releases, articles in local publications, newsletters, brochures, pamphlets, paid ads, posters and displays, public service announcements, participation-style radio and television programs, television documentaries, and radio and television talk shows. Using mass media can be one of the most effective ways to spread general information or provide details concerning a particular issue. Agencies can transmit directly pertinent information, and community organizations can inform citizens of important meeting dates.

Advantages	Disadvantages
* Ensures wide community information coverage. * Enables technical advisors to debate issues and alternatives before a wide audience. * Citizens have the convenience of sitting in their own homes and assessing technical information.	* Requires careful planning, and can be costly. * Is generally a one-way information exchange medium.

On Site Demonstration: Participants are transported to the proposed project area or a similar site and a demonstration of the proposed activities is provided. Information is provided and experts are available to answer questions.

Advantages	Disadvantages
* Provides firsthand knowledge of site: geology, flora and fauna, etc. * Provides information about a specific topic or activity. * Printed materials can be distributed and related to site. * Provides an informal setting for discussion.	* Requires much planning for advance notice, transportation, accessibility, etc. * Weather may interfere with the trip. * Physical condition and capabilities of participants needs to be taken into account. * A badly run demonstration could be a negative influence. * Safety of participants must be provided. * A number of experts may need to be present to answer questions. * Citizen/agency or industry interaction is minimal.

	* Insects, noises, and other factors may inhibit group interaction.

Open House: A well-known public building is used to set up informational displays, maps, photographs, and brochures and handouts are available. Project developers, facilitators, staff specialists, and outside experts are present to provide information, answer questions, and discuss the issues in an informal but potentially in-depth manner.

Advantages	Disadvantages
* Provides an informal, personal citizen/agency or industry contact atmosphere. * Allows quick and easy access to a large amount of information. * The public may attend at their convenience and spend as much time as necessary.	* Requires much planning, time, and expense. * Requires experts who can answer any questions presented over a long time period.

Surveys: Community-wide surveys can be conducted in many ways and can include a wide variety of questions. Survey questionnaires can be mailed to local citizens or dropped off at their homes; or the organizer can make use of telephone interviews or direct person-to-person interviews.

Advantages	Disadvantages
* Provide a means for monitoring community attitudes, knowledge, and opinions. * Can be relatively inexpensive information-gathering devices. * Individuals selected for the survey can be found by reviewing voter registration lists, telephone directories, etc.	* Might require more time and expense than organizers desire. * If used too often or if requiring a lot of time and expertise to complete, citizens may not respond.

* Can allow for statistically random sampling, thereby ensuring representative community opinions. * Mailed questionnaires can include space for additional comments. * Can indicate the degree of community consensus on important issues.	

Task Force: A task force comprises citizen representatives which form a planning or advisory body. After reviewing information about a specific issue or option, the task force recommends a course of action to a decision-making body. Task force representatives should include members of the community from all economic levels and geographic locales.

Advantages	Disadvantages
* Generates greater citizen participation throughout the community, spreading to citizen awareness and citizen expertise. * Giving task force groups well-defined objectives helps decision-making bodies to assess the alternatives during the planning phase. * Encourages a creative approach to problem solving.	* Members must understand that they are accountable to a citizen decision-making body. * Members must be willing to spend considerable amounts of time in order to accomplish their objective. * Members must be given substantial amounts of information and help from technical experts.

Working Groups: Participants are divided into groups of approximately 6 to 12 members. Each group must have members who represent a variety of views and positions within the affected area. Members act as a communication link to the organization, agency, or group they represent. Each group works with the developers or facilitators throughout a review or planning period. The first meeting is called by the facilitator who informs the group of what will need to be reviewed, and how their efforts will be utilized. Thereafter the members call the meetings as they deem necessary for the proper investigation of an issue. Facilitators and staff specialists assist in conducting meetings, answering questions, and collecting information. The group is given no decision-making authority.

Advantages	Disadvantages
* Much information can be assimilated and discussed.	* Requires much time and effort by citizen/agency or industry participants.
* A high degree of citizen/agency or industry interaction occurs.	* Members may not be representative of general public.
* Issues can be fully discussed and solutions developed.	* Members must report to their organizations or agencies about information collected and issues discussed.
* Provides an instant feedback to the agency or industry.	* A great deal of information must be available and experts must be present.

Workshops: Workshops are special information review sessions which are open to citizens, government officials, and industry representatives. In an intense educational environment, participants identify and analyze major points of specific topics, issues, or alternatives.

Advantages	Disadvantages
* Are a practical method of introducing new ideas.	* For the best results, workshops should require some participant selectivity, with the result that community representation is not achieved.
* Offer a high degree of citizen/government or industry contact.	* Care must be taken so that workshops do not become manipulative or "co-optive tools" of the government or industry representatives, or other well-informed special interest groups.
* Successful workshops can substantially improve the knowledge, and can mirror the perceptions of all groups involved.	

Citizen/Government or Industry Interaction

Advocacy Planning: Whenever a community decides to follow the course of advocacy planning, attempts to reach a citizen/government or industry consensus are abandoned. Citizen groups may employ a professional advocate, usually a lawyer, who directly confronts government agencies or industry on behalf of the community. The advocate seeks to advance and protect community interests during the policy-making process. Frequently, advocacy planning goes beyond the normal stages of confrontation. When this occurs, citizens abandon all forms of negotiation, and as the ultimate strategy, attempt to wrestle a favorable decision for the community from the courts.

Advantages	Disadvantages
* Brings technical disputes directly to the forefront for public scrutiny.	* Any kind of community/agency or industry consensus is usually destroyed.
* Can check government or industry manipulation.	* Is an expensive form of negotiation for all of the groups participating in the policy-formation process.

Citizen Advisory Committee: The citizen advisory committee is a small group of persons chosen to represent the views of the community-at-large, and it is directed to give government and industry representatives advice concerning policy decisions. Citizens selected for the advisory committee are usually chosen by an agency or industry and then tacitly approved by the community. The advisory committee reviews proposed agency or industry plans, assesses community opinions and attitudes, and then prepares a formal recommendation to government or industry based upon their interpretation of public desires. Their sole claim to power rests upon the influence of citizen recommendations.

Advantages	Disadvantages
* Serves as a liaison between agencies and community.	* Membership is seldom representative.
* Allows government and industry personnel to work directly with a single group of citizen representatives.	* Traditionally has low citizen input, thus making it difficult to obtain wide community support for its recommendations.

	* Individuals who are appointed to the advisory committee must be willing to spend considerable amounts of time on their appointed duties. * Lacks tangible power to influence agencies or industry.

Citizen Assemblies: An area where development is proposed, is divided into several districts, and a citizen representative from each district meets with other district representatives in a citizen assembly. What emerges is an unofficial citizen congress. Representatives are responsible for reviewing technical information, meeting with agency and industry representatives, and determining the best community alternatives.

Advantages	Disadvantages
* Guarantee community-wide representation. * Establish good citizen/agency or industry contact. * Are difficult for agencies or industries to manipulate or co-opt.	* Organizing the citizen assemblies requires a great deal of time and planning. * Citizen representatives are required to devote large amounts of time to their assigned duties.

Community Impact Committee: This group's main responsibility is to determine the probable social and economic impacts of a proposed development upon a community. It conducts public meetings for information exchange and makes recommendations to government leaders, agency officials, and industry representatives. Representation on the community impact committee includes local government leaders, public service personnel, community merchants, a wide range of general citizens, and agency and industry representatives. The community impact committee is an information collector, information disseminator, and advisory board to local government.

Advantages	Disadvantages
* Allows for a high degree of citizen/agency or industry contact, bringing significant	* Citizens may not be adequately represented.

interest groups together in a unified governing body.	* Is vulnerable to agency or industry manipulation and co-optation.

Community Forum: A community forum can be an information dissemination process, a citizen/agency or industry interaction process, or a combination thereof. At its best, the community forum is the answer to avoiding the pressures and confrontations of a formal public hearing. Like the public hearing, it brings together citizens, agency or industry representatives, and a host of technical experts; but the major difference is that formal testimony is not recorded and documented as being the final public, agency, or industry position. The forum allows direct, but not binding, views to be presented. It is, in a sense, a rehearsal of the formal public hearing, where views will go on record as being the final word. A forum gives all participating groups time to reanalyze their original positions, continue an open dialog, and anticipate the expected results of a formal public hearing.

Advantages	Disadvantages
* Provides excellent citizen/agency or industry contact.	* Special interest groups can gain control of forum presentations and information, unless a neutral moderator is present.
* Offers the opportunity for widespread citizen participation.	
* Tends to limit confrontation politics and ill feelings between active parties.	

Community Planning Council: Establishing a community planning council is a long-term commitment to community planning and policy making. It is a formally elected or appointed citizen body that becomes a permanent advisory committee to local government, state and federal agencies, or industry. The council's job is to review agency or industry planning proposals, respond to questions from the public, and recommend appropriate policy decisions.

Advantages	Disadvantages
* Ensures a firm citizen commitment to public participation.	* Is seldom a representative citizen body.

* Creates an ongoing citizen advisory body for government and industry referral.	* Is susceptible to government and industry manipulation and co-optation.

Community-Sponsored Meetings: Community-sponsored meetings are arranged and chaired by leaders of a specific citizen group, local organization, or by local officials. The sponsoring group invites agency and industry representatives or technical experts to the meetings, and establishes the agenda or the priorities of the meetings.

Advantages	Disadvantages
* Give citizens the feeling that the "show" belongs to them and not to the participating agency or industry. * Tend to allow for wide citizen participation. * Offer a high degree of citizen/agency or industry contact.	* May be purposely designed to embarrass or discredit agency or industry officials.

Lobbying: Lobbying can be conducted in various ways. Citizens may decide to limit lobbying activities to writing letters, to telephoning elected representatives, or to sending petitions or telegrams to pertinent state and federal officials. In order to gain greater influence, citizens may decide to employ a full-time lobbyist who presents, directly, community views to state or federal government legislators. Some lobbying procedures can be utilized along with other citizen involvement techniques without endangering citizen/agency or industry communication.

Advantages	Disadvantages
* Some procedures, such as the sending of telegrams to representatives, require little citizen effort or time. * Is a traditional citizen right. * Citizens give greater political impact to their views through lobbying measures.	* Some procedures, such as the employing of a full-time lobbyist, are expensive. * Does not always provide government officials with a "balanced" view of issues.

Ombudsperson: The ombudsperson serves as an independent, impartial third party who mediates citizen/agency or industry redresses, complaints, and preferences. The ombudsperson possesses no actual power, but serves to help each interest group arrive at a common viewpoint or consensus. The ombudsperson attempts to identify the positive and negative features of the views which have been presented by citizens, government, and industry representatives, and contribute to mutual understanding among participants.

Advantages	Disadvantages
* Can improve attitudes and relations among citizens, agency officials, and industry representatives. * May receive information from citizens who are reluctant to discuss such information directly with government or industry representatives. * Can identify specific problems and can, in some cases, recommend alternatives or changes which are agreeable to all of the parties concerned.	* The power or influence of the ombudsperson depends upon the cooperation and goodwill of all of the parties involved. * Government agency officials or industry representatives may use the ombudsperson in order to avoid direct contact with citizens.

Public Hearings: Public hearings serve to legally document legally public, agency, and industry views toward particular issues. They are required in government decision making at almost all levels of public policy. Here, individuals give testimony of their opinions, or the viewpoints of groups which they represent, about certain projects. Public hearings are open for all individuals and groups to present their views for the official record.

Advantages	Disadvantages
* Formally document citizen/government or industry positions.	* Are seldom conducive to widespread public representation. * Usually enhance confrontation and a polarization over issues.

- Are usually dominated by a few individuals or special interest groups.
- Citizens usually give testimony with little interaction or discussion with agency or industry representatives.
- Can increase adverse relationships between citizens, government, and industry representatives.
- Many individuals are embarrassed to ask questions at public hearings.
- When reporting the events of public hearings, the media usually describes only confrontation situations.
- Are usually enacted after a decision on a particular issue has already been reached by government or industry planners.
- There is often just pro forma reactions by government agencies in order to honor the legal mandate of citizen involvement.

Steering Committee: The citizen steering committee is an executive citizen body representing a larger citizen group. Elected by the community-at-large or community representatives, the steering committee directs information dissemination and citizen fact-finding groups, and makes recommendations to government and industry representatives. In order to implement information dissemination and citizen fact-finding, the committee may request special workshops or appoint citizens to specific working groups. The steering committee assesses information, agency or industry planning alternatives, and initiates and chairs citizen/agency or industry meetings.

Advantages	Disadvantages
* The approach allows citizens and government and industry representatives to respond to a single citizen governing body. * Builds strong citizen involvement leadership.	* Membership on the citizen steering committee may not be representative of citizens throughout the community.

Decision-making

Arbitrative Planning: Arbitrative planning is similar to the ombudsperson approach. An individual expert is hired by citizens, government agencies, and industry to serve as a hearing officer to arbitrate among community, agency, and industry in policy planning. The hearing officer evaluates each side of the story in an attempt to offer suitable compromises for all interest groups. Unlike the ombudsperson's authority, the arbitrator's rulings are binding on communities, agencies, and industry.

Advantages	Disadvantages
* Enables an outside, neutral party to make the ultimate decisions which affect the various special interest groups.	* It is sometimes extremely difficult to convince citizens, government, and industry representatives to accept the final judgment of an outside authority. * Can stimulate citizen/agency or industry communication but often in a confrontation setting.

Charrette: A charrette is an intense planning session among all of the interest groups involved in the policy-planning process. Charrette participants meet with the idea in mind that they will continue discussion and negotiation until some form of resolution or agreement can be achieved. A charrette can continue for several days or several weeks depending upon how long it takes to reach specific decisions.

Advantages	Disadvantages
* Participants share a mutal commitment to pursue negotiation and discussion until a clear-cut course of action is agreed upon.	* Requires a great deal of planning and can be costly to conduct.
* Is probably the swiftest means for citizens, government, and industry representatives to make agreements.	* Because a charrette requires large segments of the participants' time, it may not include some key community leaders.
	* Usually does not provide community-wide representation.

Citizen Lawsuit: The citizen-initiated lawsuit demonstrates an unwillingness of citizens and government or industry representatives to negotiate and discuss policy plans. In effect, it takes the decision-making process out of the hands of citizens, and government or industry representatives, and opens it up to judicial review. Sometimes, citizen lawsuits are initiated after a substantial amount of negotiation has already occurred. At this point, citizens feel that government or industry representatives are not offering them the best options available. Hoping to gain a more responsive forum, citizens seek redress through the courts.

Advantages	Disadvantages
* Offers a means for citizens to challenge the decisions made by government or industry representatives which they feel are not in the public interest.	* Can be initiated by special interest groups within the larger community constituency, therefore, not reflecting community-wide opinion.
* Definitely leads to a decision—a decision thought to stem from a responsible governing body.	* Quickly brings to an end constructive citizen/agency or industry negotiation and discussion—cooperative communication breaks down.

Citizen Review Board: The citizen review board exhibits all of the characteristics of the citizen advisory council except that it wields the ultimate decision-making authority. Like the advisory board, the review board may either be elected directly by citizens, appointed by government or industry representatives, or any combination thereof. The review board analyzes technical information and proposals which have been brought forth by citizens, government agencies, and industry, and then gives a formal recommendation for future actions. The ultimate decisions reached by the review board are binding on citizens, government agencies, and industry.

Advantages	Disadvantages
* Gives formidable power to citizens. * Citizens in the community are more likely to accept and abide by the decisions which have been made by a citizen review board than those decisions which government agencies and industry attempt to enforce.	* Does not ensure community representation. * It is extremely difficult for government and industry representatives to accept willingly the recommendations of a citizen review board.

Citizen Representation—Public Policy-Making Body: In this technique, citizens are asked by government or industry representatives to sit on a public policy-making body. Comprised of government officials and/or industry officials and citizen representatives, this group reviews pertinent information, solicits community opinion, and formulates policy.

Advantages	Disadvantages
* Citizens may be more receptive to decisions which have been generated by a formal planning body that includes citizen representatives. * Allows for at least a marginal amount of citizen/agency or industry interaction.	* The appointment of citizen representatives to a policy-making board is sometimes merely a symbolic act or tokenism on the part of government agencies or industry. * Does not ensure community-wide representation. * Citizens on the public policy-making board are susceptible to manipulation or co-optation by government or industry representatives.

Fish-Bowl Planning: Fish-bowl planning is used to open the planning process to a wide variety of interests. Alternatives to a course of action that have been generated by citizen/agency discussion are described in a series of public information bulletins. Citizens can express their views in space which has been designated for this purpose in the bulletins, and mail the bulletins back to the distributing source. These citizen comments are reiterated and again distributed to the general public for interpretation and analysis. In this way, the agency, planner, or industry that proposes certain courses of action can determine the most controversial aspects of the plan. Fish-bowl planning is, of course, only effective when it is carried out together with information-dissemination techniques.

Advantages	Disadvantages
* Generates widespread citizen participation. * Allows the general public to react, redefine, and, in some cases, enthusiastically support final decisions. * Definitely provides government and industry representatives with a detailed outline of public consensus.	* Citizens need time to view necessary technical information prior to the fish-bowl planning process. * Fish-bowl planning does not necessarily guarantee that the wishes of the citizen majority, though perhaps stated explicitly, will be followed.

Local Referendum: The citizen referendum is an extremely democratic technique, whereby proposed planning measures are directly brought before the voting citizenry for acceptance or disapproval by a balloting process. The local referendum procedure is identical to the state referendum procedure, except that local referendum is on a community scale. Citizens can vote at their normal polling stations.

Advantages	Disadvantages
* Guarantees community-wide representation. * Citizens are likely to support willingly any action that they have approved at the ballot box.	* Fosters little citizen/agency or industry contact, unless it is joined with citizen/agency or industry interaction techniques. * Requires that citizens be well-informed.

	* The views of a narrow majority may be implemented, while minorities may find their opinions foreclosed.

Media-Based Issue Balloting: In this process, the mass media is used to present and discuss issues, and the public is invited to vote on their preferred alternatives. The choice of the media base is up to the discretion of citizens, government, and industry representatives. For example, local television stations can present panel discussions, and then have citizens call in their views or their votes; or to give the audience more reaction time, ballots can be issued through newspapers.

Advantages	Disadvantages
* Is conducive to widespread citizen representation. * Can be used by government and industry representatives in order to assess citizen consensus.	* Does not enhance direct citizen/agency or industry communication and interaction. * Does not guarantee that citizen viewpoints will be upheld by government and industry representatives, even if a clear consensus is apparent.

Policy Delphi: The policy delphi is a series of questioning sessions directed toward an appointed panel which represents various community interests as well as involved government agencies and industry. The questioning can take place either in meetings or in a series of mailed questionnaires. In the first-round questionnaire, respondents are asked to list their preferences, pro or con, on the alternatives outlined. The second-round questionnaire begins by presenting opinions, viewpoints, and alternatives which were selected by the first-round process. Respondents are then asked to list their degree of confidence in, agreement with, and acceptance of the results of the first questionnaire. This evaluation process is carried out through several rounds of questionnaires until consensus on key issues and priorities begins to emerge. During the final rounds of the questionnaires, it will become apparent where consensus lies on specific issues, and the degree of support for different positions. To a certain extent, the policy delphi resembles fish-bowl planning, except that the number of respondents is reduced to a select panel.

Advantages	Disadvantages
* One asset is that respondents are requested to state their reasons for their positions. These reasons are, in turn, viewed by other respondents and evaluated. After a number of questioning rounds, respondents may change their original positions if they become convinced that their original justifications are no longer viable. * Allows time for respondents to assess the material they are evaluating. * Restricts the impact of small, special interest groups.	* Does not provide a representative sample of community opinion. * Requires that respondents are well-informed. * Requires extensive coordination by an experienced moderator.

State Initiative Vote: A state's entire voting citizenry goes to the polls and offers its collective viewpoint about an alternative.

Advantages	Disadvantages
* Presents the views of a large, regional constituency. * Allows citizens on a regional basis to vote on which alternatives should become law.	* Regional attitudes may overshadow local community desires. * Citizens may not necessarily understand the issues they are expected to evaluate and to make final decisions upon.

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